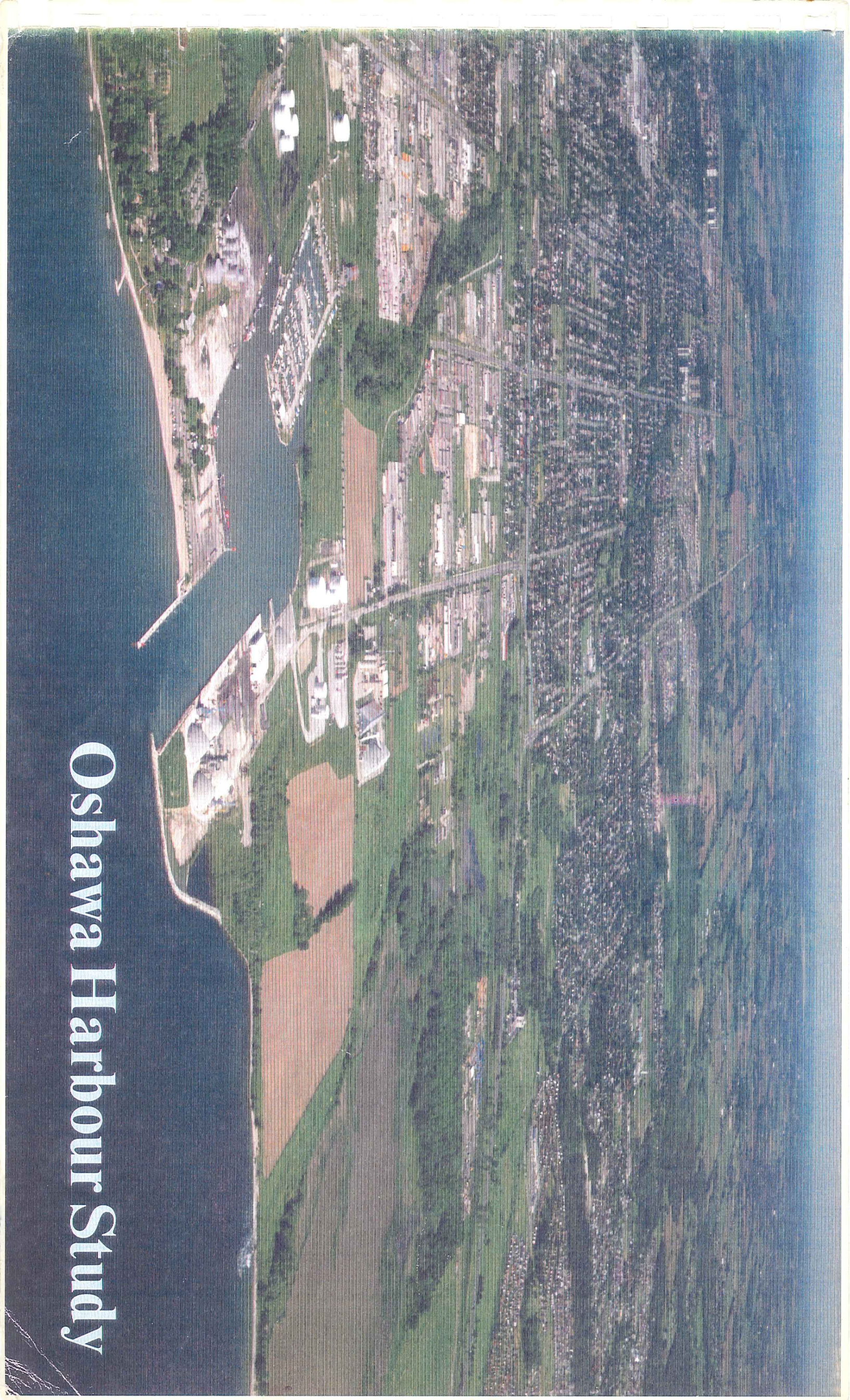


An aerial photograph of Oshawa Harbour and the surrounding region. The image shows a large body of water (the harbour) in the lower-left corner. To the right of the harbour is a densely populated urban area with numerous houses and buildings. Further to the right, there are large green fields and some industrial or commercial structures. The overall scene is a mix of urban, suburban, and rural landscapes.

Oshawa Harbour Study

OSHAWA HARBOUR STUDY:

Area No. 1 Component of the Southeast Oshawa Planning Study

Prepared for: The Corporation of the City of Oshawa

Date: August, 1991

(Report Cover: Aerial photograph by Daryl Dalmer, May 1991)

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Table of Contents

	Page		Page
EXECUTIVE SUMMARY i			
1.0 INTRODUCTION	1	Port Industry	27
2.0 THE HARBOUR	5	Gifford Hill	28
Formation	5	Business Park	28
Role	5	Commercial	29
Prospects	7	Marina	29
Economic Impacts	8	Servicing	30
Impacts of Port Closure	9	Marketing	31
Interchangeable Facilities	9	Phasing	31
Port Oshawa Marina	9		
Major Conclusions	9	C. COMMUNITY WELL-BEING	31
		Land Use Compatibility	31
3.0 CITY'S STAKE AND ROLE	11	Accessibility	33
		Culture	34
4.0 PRINCIPLES AND OBJECTIVES	13	Recreation/Leisure	34
		Urban Design	35
5.0 ISSUES	17		
A. NATURAL ENVIRONMENT	17	D. JURISDICTIONAL ENVIRONMENT	36
Soil Contamination	17	Ownership and Administration	36
Water Quality	20	Accountability	37
Sedimentation and Dredging	20		
Floodplain	21	6.0 OPTIONS	39
Off-Shore Fill	23	Residential Concept	40
Second Marsh	23	Commercial Concept	44
Fisheries	24	Cultural/Recreational Concept	48
Wildlife	25	Mixed Use Concept	53
Air Quality	25	Concept Evaluation	56
B. ECONOMIC ENVIRONMENT	26	7.0 CONCLUSIONS AND RECOMMENDATIONS	63
Site Remediation	26	Conclusions	63
Housing	26	Recommendations	63
		BIBLIOGRAPHY	69

Executive Summary

This study and supporting Technical Appendix have been completed as the first phase of a two phase approach to determining an appropriate strategy for the use of Oshawa Harbour and the adjacent lands.

The role and economic viability of the existing Port has been questioned. The City is interested in understanding how non-industrial uses of the port area could be planned, and has also requested an assessment of the Oshawa Harbour Development Plan prepared by the OHC in 1984.

Answering these questions for the City has involved research into four distinct areas. A comprehensive assessment of the environment of the Harbour and surrounding lands was completed using available information and field observations. The economic future of the Port and its role in the City and Region was analyzed. Less tangible aspects which contribute to the well-being of the community were considered, including the need for public access and use of the waterfront in the context of the Crombie Commission prescriptions. Lastly, the jurisdictional issues created by different levels of government were explored.

Throughout the study process, the independent research was augmented by considerable dialogue with representatives of different interests which assisted in defining the varying views and attitudes towards the future of the Harbour.

Four different land use plans (Residential, Commercial, Cultural/Recreational, Mixed Use) were prepared to illustrate options for redevelopment. These plans respect the physical limitations created by the environmental constraints and respond to the request of the City for three non-industrial options for use of the Port. The fourth option, illustrates how a port function oriented to the east wharf could continue with other non-port functions occurring primarily on the west wharf.

Evaluation of these options was based on a set of principles and objectives defined to guide future decision-making based on an ecosystem approach to planning for sustainable development.

The major conclusions of this Study are as follows:

1. A plan for a mix of cultural and recreational uses for the Harbour is the appropriate long range plan for Study Area No.1.
2. In recognition that truly sustainable development must balance economic and environmental change, it is concluded that the plan for the Mixed Use of industrial and non-industrial uses is a viable shorter term strategy for servicing port industrial functions for the foreseeable future. This strategy anticipates the broader, long range objectives for ultimate re-use of the Port.
3. Implementation of this long range plan requires displacement of the port functions at Oshawa to an alternative harbour. Some of these functions require protected harbour wharfage due to the nature of the cargoes being handled at Port Oshawa.
4. In the foreseeable future and until a clear alternative exists, Port Oshawa can continue as an economically viable and self-sustaining entity which plays an important role in the local and regional economies.
5. It was further concluded that the most appropriate method of ensuring that this plan is implemented would be to establish a Partnership Agreement between the various stakeholders. Such an agreement would be consistent with the approach of the Crombie Commission and would appear to be the vehicle most likely to foster cooperation amongst stakeholder groups.

Oshawa Harbour Study

6. The 1984 Oshawa Harbour Development Plan (O.H.D.P.) was reviewed along with subsequent works completed by Pannell Kerr Foster/Totten Sims Hubicki ("Oshawa Harbour Commission Commercial Recreational Development Feasibility Study/Master Plan", December 1986) and the Maxion Corporation ("Oshawa Harbour Commission Industrial Development Strategy", August 1986). It was concluded that the O.H.D.P. and the subsequent studies were overly ambitious and cannot be supported by current or projected market demand. Specifically, the O.H.D.P.'s provisions for three additional seaway berths and two berths for a Ro-Ro (Roll-on Roll-off) ferry are not supportable based on market demand. The plan also presents an unrealistic vision of the development potential on the west wharf. Under current flood control regulations and given the soil contamination and structural loading constraints, it is inappropriate to expect significant residential development along the west side of the Harbour.

The other weakness in the OHC's strategy lies in their expectations for using the Gifford Hill as an industrial subdivision. Aside from the natural and heritage values of the Hill, the costs of grading and servicing this area using current City and Regional standards would exceed the returns from sales. This assumes that the approximately 650,000 cu.m. of earth that must be removed cannot be used for off-shore fill. It also seems clear that such lands are not needed to support the port industrial functions.

Following on these conclusions, a set of 33 Recommendations are made to address the future role of the Harbour area, considerations relating to development economics and community well-being, as well as jurisdictional and implementation issues.

1.0 Introduction

This report has its genesis in the intense planning effort undertaken by the Oshawa Harbour Task Force in 1984. At that time, representatives of the City, the Region, the Oshawa Harbour Commission (OHC) and Federal and Provincial agencies recommended the Oshawa Harbour Development Plan for adoption by implementing agencies. The Plan was adopted by the City, and became the guide for management decision-making by the OHC. It had three major recommendations:

- shifting industrial Port activities to the east side of the Harbour and releasing west side lands for recreational and commercial uses;
- extending Harbour operations southward into Lake Ontario; and
- dedicating the Second Marsh to preservation, educational and limited recreational uses.

Subsequent to the adoption of the 1984 master plan, the Harbour Commission prepared a comprehensive site plan for the west wharf. This was intended to provide a strategic framework for disposal of lands to developers with the income from the sale or lease of the properties to be used to enhance the Commission's revenue. Several issues prevented the implementation of that strategy, including title restrictions which prevent the OHC from disposing of or using certain lands for non-harbour uses. In addition, the significance of environmental constraints and floodline restrictions do not appear to have been duly considered.

The intervening years have seen the apparent agreement on the merits of 1984 Plan diminish. The Harbour, one of the City's greatest assets, remains "untapped" and underdeveloped in the minds of many. Attainment of its apparent potentials is constrained by the environmental legacies of historic and existing uses within and upstream of the Port, and further by land use, ownership and jurisdictional issues.

The economic viability of Oshawa Harbour for port-related industry is also questioned. The Harbour was losing its major cargos through the 1980's - cargos that had generated as much as ninety percent of the Port's tonnages. The overall shipping environment is

still characterized by declining cargo volumes, carried by fewer and larger vessels, and cargo flows (including containerized materials, flour and grain) which bypass the lower Great Lakes ports entirely.

Nothing concrete has happened on the Harbour's west side - it looks much as it did in 1984. New industrial users being attracted by the OHC were not considered appropriate by the City.

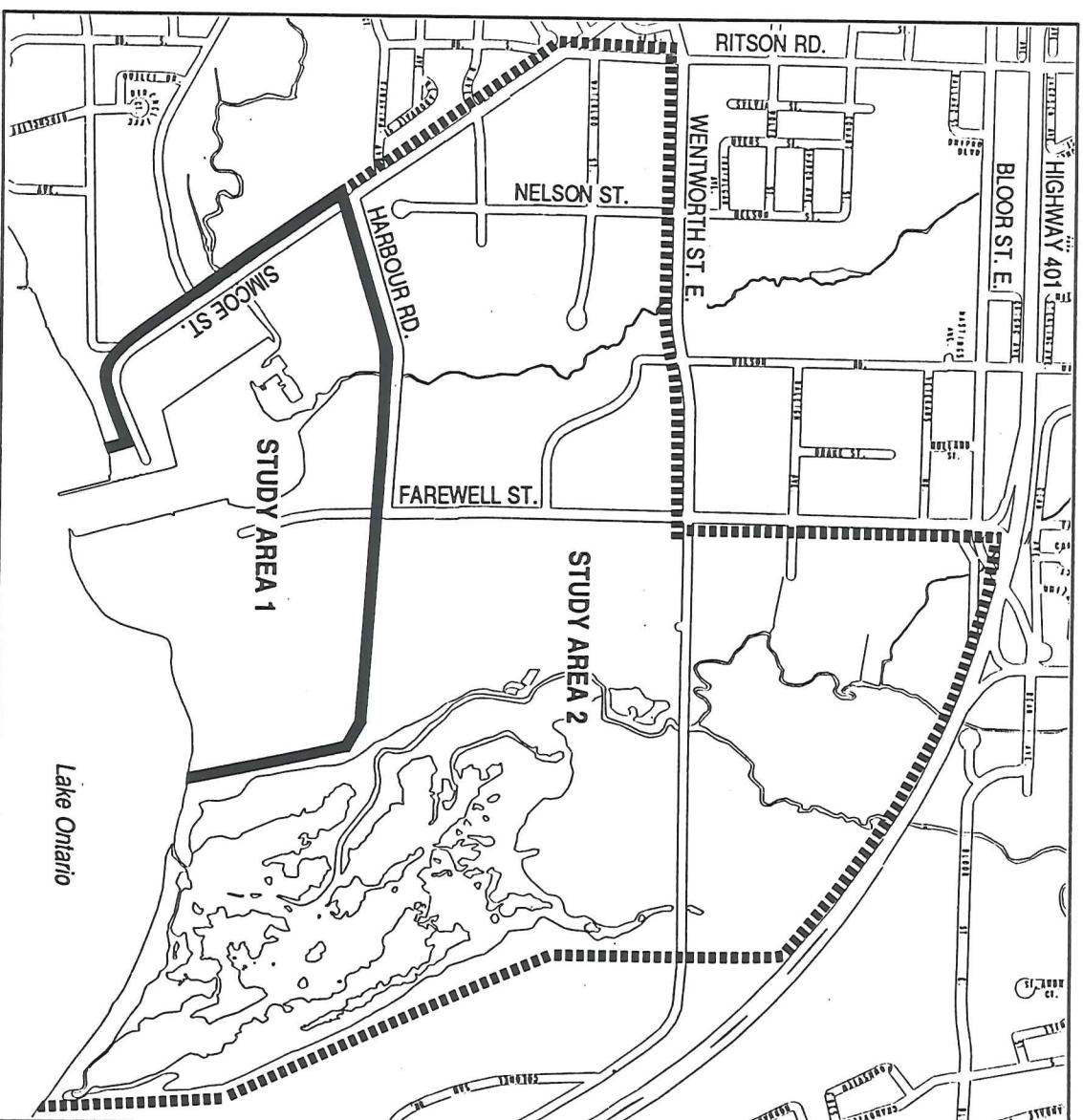
The City responded to this gap between expectations and reality with an Interim Control By-Law and its commissioning of this Study - Phase I of the Area No.1 component of the Southeast Oshawa Planning Study. Phase II is intended to proceed subsequently, to establish the design guidelines and development controls required to implement the land use concept adopted by Council. The Area No.2 component of the overall Study has been conducted by the City of Oshawa Planning and Development Department. It addresses the role and functions of lands to the north (Farewell Industrial Park) and east (Second Marsh) of Study Area No.1 under separate cover. The essential purpose of this Area No.1 Study is to recommend an appropriate land use plan for the area, giving consideration to questions of:

- whether there is a viable industrial role for the Harbour;
- what non-industrial objectives the Harbour lands might also fulfil; and,
- through what viable land uses those objectives may be met.

The objectives of the first phase of the Area No.1 Study, as specified in the Terms of Reference, generally are as follows:

- (i) To review and analyze existing planning materials and information concerning land uses, transportation and servicing considerations with respect to the Harbour area and immediate surrounding lands.

Oshawa Harbour Study



Southeast Oshawa Planning Study Areas 1 and 2.

- (ii) To review existing environmental documentation, determine further information requirements and, if necessary, undertake additional environmental studies as required in order to identify and review environmental concerns and constraints to development, particularly those which relate to the Second Marsh, Oshawa Creek and the Harbour.
- (iii) To analyze the existing role and function and economic viability of Oshawa Harbour as primarily an industrial port.
- (iv) To critically assess the 1984 Oshawa Harbour Development Plan (O.H.D.P.) from economic viability and land use perspectives, assuming the Harbour continues to be used and developed for port industry, and recommend any appropriate revisions.
- (v) To formulate at least three alternative non-industrial land use concepts and assess same based on financial, environmental and other appropriate considerations; and suggest a preferred non-industrial land use concept.
- (vi) To prepare the study findings in report form and present same to Planning and Development Committee and City Council for consideration and selection of a preferred non-industrial land use concept plan for further detailing by the consultant.

The current submission is in two parts - this Report and a supporting Technical Appendix. The report is organized as follows:

- Section 2.0 provides a summary assessment of the Harbour's history and future prospects, and the fit between those prospects and the 1984 Oshawa Harbour Development Plan.

1.0 Introduction

- Section 3.0 describes the City's stake in the Harbour, to provide context for subsequent discussions of issues and options.
- Section 4.0 presents the Principles and Objectives developed to guide planning and future management of the Study Area.
- Section 5.0 summarizes the planning and management issues to be addressed through this effort, and through future implementation and management processes.
- Section 6.0 presents four alternative land use concept plans for the Study Area, evaluates the options per the Principles and Objectives, and selects the consulting team's recommended concept.
- Section 7.0 summarizes the Study's major conclusions, and presents its Recommendations.

The Appendix, prepared under separate cover, contains 9 technical papers:

- Environmental Constraints and Issues.
- The Role, Function and Economic Viability of Oshawa Harbour.
- Planning and Transportation Overview and Issues.
- Parks, Open Space, Recreation and Tourism Objectives and Issues.
- Urban Design Review.
- Review of the (1984) Oshawa Harbour Development Plan.
- Possible Land Use Components for the Study Area.
- Servicing Capacity and Alternatives.
- Comparative Overview of the Costs and Impacts of the Alternative Concepts.

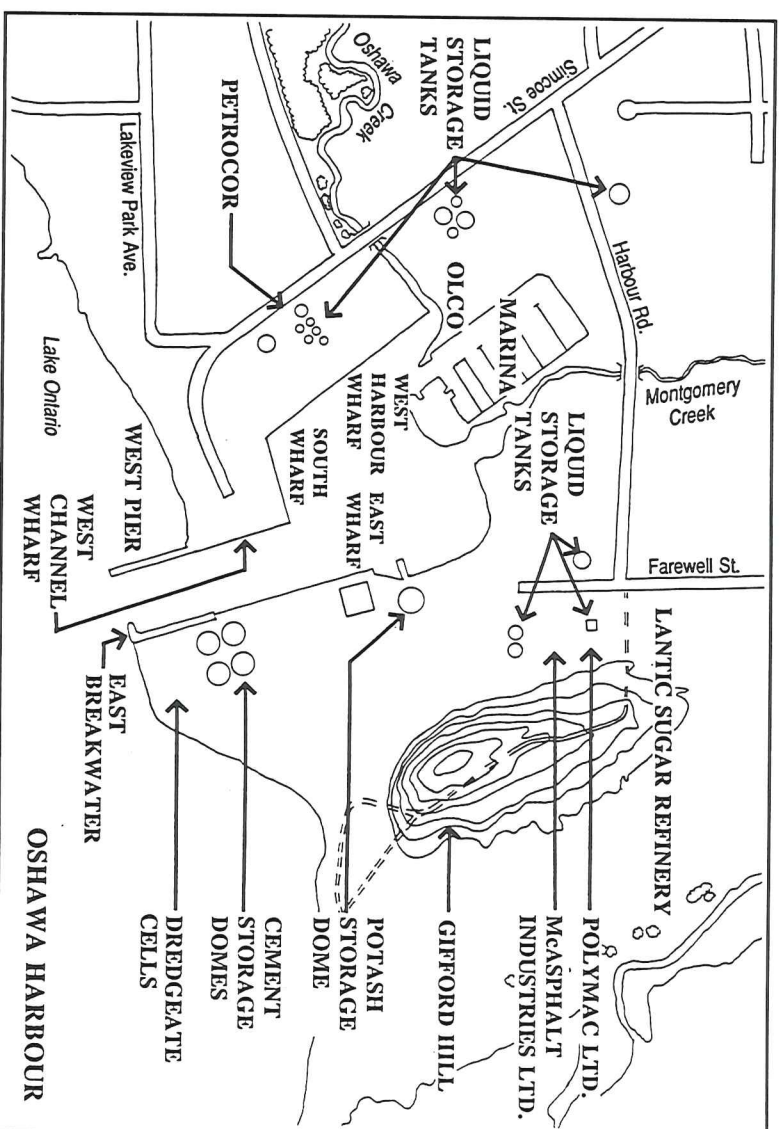
Oshawa Harbour Study

2.0 The Harbour

Oshawa Harbour is situated 52 km. east of Toronto on the north shore of Lake Ontario. It is surrounded by Lakeview Park and the Oshawa Creek Valley to the west, the Farewell Industrial Park to the north, and the rich habitat of the Second Marsh to the east. Oshawa Creek extends from the Harbour upstream through the heart of the City to its headwaters in the Oak Ridges Moraine. Lakeview Park connects to other greenspaces to the west. The marsh, identified as a Class II wetland and a provincially significant Area of Natural and Scientific Interest, supports staging grounds and nesting areas for a diversity of waterfowl and migratory birds. The Second Marsh connects to the General Motors (McLaughlin Bay) Wildlife Reserve and Darlington Provincial Park to the east. These features and connections, combined with the protected Oshawa Harbour and prime waterfront location, provide excellent opportunities to create unique and diverse attractions.

Formation

The Harbour area has been shaped by natural and human forces. As the glaciers of the last ice age retreated roughly 13,000-15,000 years ago, they left behind the two creek systems which flow into the Harbour, and drumlin deposits, particularly east of the Harbour on the property referred to as the Gifford Farm. Oshawa and Montgomery Creeks fed into marshland - the First Marsh. Until the late 1920's, the harbour infrastructure consisted of man-made piers extending offshore into Lake Ontario from a sandbar separating the marsh from the lake. Extensive dredging and filling of the marsh soils allowed Oshawa Harbour to officially open in 1930, with the Oshawa Pier and inner Harbour west wharfage. Subsequent shoreline deposition, dredging, filling and creek channel modifications permitted a lakeward extension of Harbour lands by some 280 metres south of the original bay mouth sandbar. Between the 1960's and early 1980's, Federal monies totalling \$3.1 million allowed the east wharfage and related infrastructure to be built.



Role

The past decade has seen significant changes occur at Oshawa Harbour. The Port has undergone major shifts in its cargo mix and its users. Historical port uses have included fuels, coal and salt storage on the Harbour's west side, and sugar and steel cargos on the east side. In the early 1980's, the St. Mary's Cement Corp. relocated its high volume coal transshipment from Port Oshawa to its own new private wharf facility near

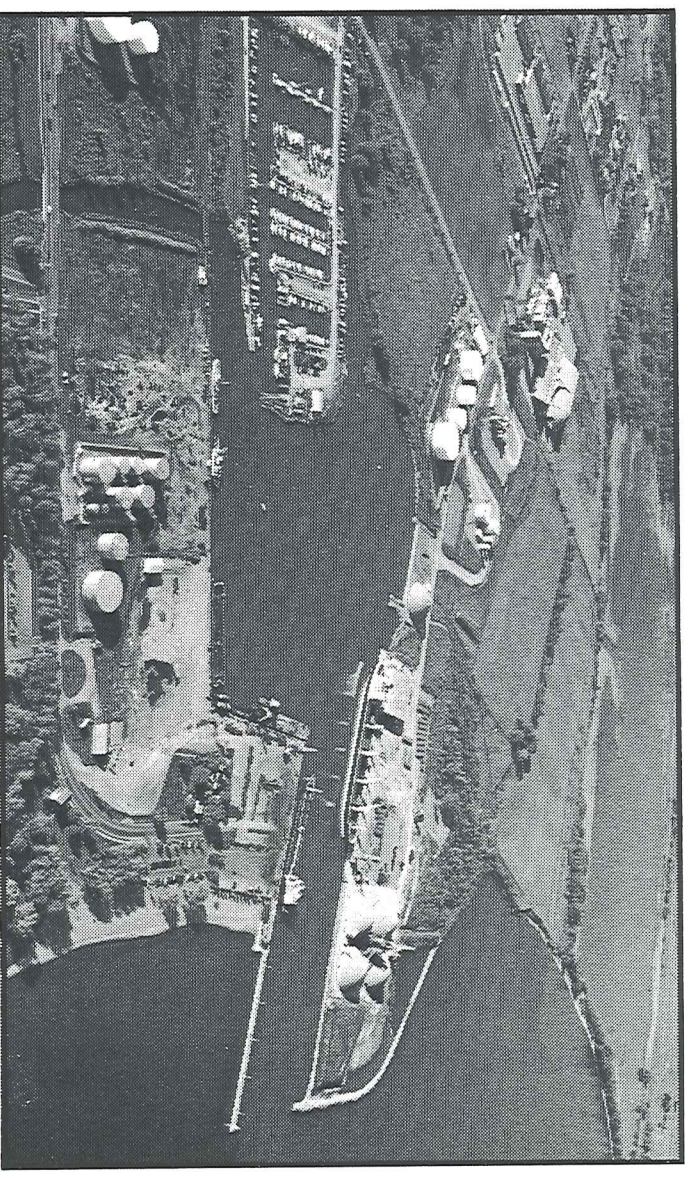
Oshawa Harbour Study

Bowmanville. This move took coal destined to Oshawa's General Motors plants as well as the Harbour's terminal operator with it. Salt traffic followed suit in 1988, allowing the St. Mary's facility to take over the role of salt storage and distribution for Durham Region, as well as to position its wharfrage as a facility clearly competitive to Port Oshawa. The closure of the Lantic Sugar refinery in 1988 also resulted in the loss of high volume sugar traffic.

Collectively, these losses drove the Harbour's cargo tonnage to 1988's low of 180,000 tonnes. At that time, Port Oshawa ranked 35th among Canada's leading ports. Even in better years, the Harbour has accounted for less than 1% of the annual cargo tonnage through the lower St. Lawrence Seaway. It is dramatically smaller in scale and tonnage throughput than the Ports of Toronto, Hamilton or Montreal.

Nonetheless, the Harbour has competitive strengths which have enabled it to attract new users and rebuild its cargo traffic. Port Oshawa's strengths include its location in a high growth region with good access to the rest of the GTA, its protected Harbour, its immediate and uncongested access to Highway 401, reduced dock labour rates, and aggressive pricing and service packages offered by the Port's terminal operator, Durham Stevedoring and Warehousing Ltd. The combination of location, accessibility, service, and price is attracting new steel and project cargos to the Port. It has also attracted such new users as McAsphalt Petroleum, McAsphalt Industries and Chieftain Cement Ltd.

Port Oshawa continues to perform a locally and regionally important transport function. It affords access to international markets by regionally significant employers (eg. LASCO) and access for those international markets to buyers in Ontario. It represents the lowest cost storage and transshipment option for user's commodity flows into the local and wider areas. These goods represent vital inputs to local and regional economies (e.g. gasoline, fuel oils), capital infrastructure (eg. asphalt, cement), and vital sales flows for producers (eg. steel). The Port is an important contributor to reducing distribution costs, enhancing market competitiveness and improving the efficiency of the local and regional economies.



Port Activities at Oshawa Harbour.

Today, Port Oshawa is host to 12 active users (including McAsphalt, OLCO, Chieftain Cement, LASCO, Courtnice Steel) as well as a variety of less frequent users, such as General Motors of Canada, General Electric, Honda Canada and Molson Breweries. The Harbour's traditional reliance on dry bulk cargos is shifting to a more balanced mix of dry bulk, liquid bulk (mostly petroleum products) steel and other cargos. Most of this traffic is focused on the east side of the Harbour. The west side inner harbour wharves have essentially been abandoned for cargo purposes and are used only for barge and tug mooring. The Port also provides a 240 slip marina and yacht club facility.

2.0 The Harbour

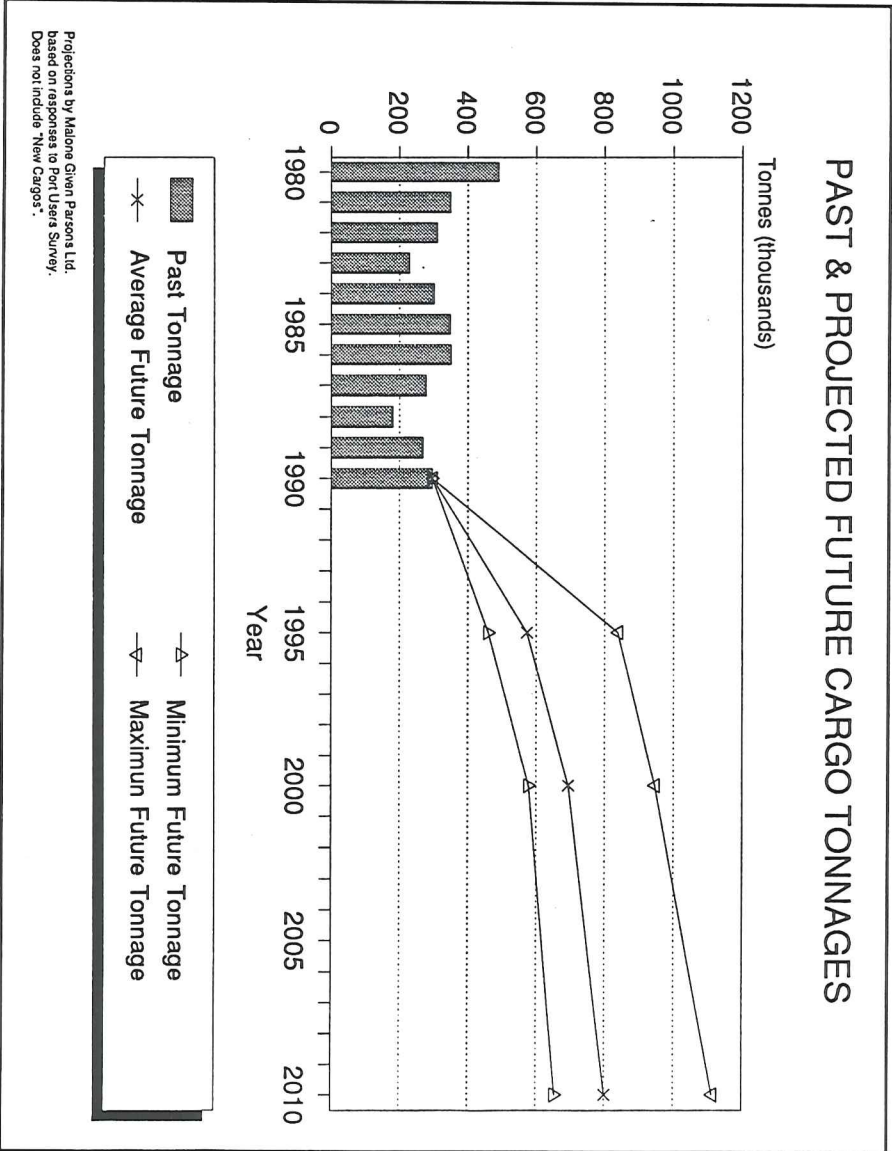
In 1990, Port Oshawa handled almost 300,000 tonnes or \$92 million worth of cargoes. These flows directly generated 70 full-time jobs for Harbour users. The Port is the physical place of employment for roughly 40 of those jobs. Trucking of cargos into and out of the Harbour generates roughly 165 jobs in that industry. These jobs collectively generate in the order of \$8.5 million in annual wages. Port users employ almost 1,000 persons in Durham Region.

Today, and despite dramatic losses (and regains) in cargo traffic and despite reductions in funding from senior governments, Port Oshawa has continued to be a viable, self-sustaining entity. Its operating profits, including property management income, have enabled investment in new Port infrastructure.

Prospects

The question of Oshawa Harbour's future is central to this Study. The answers depend on predictions of future events and trends - predictions fraught with uncertainty. These uncertainties are increased when there are no stable trends to rely on, or when Port prospects are more a function of users' corporate successes than of trends influencing shipping generally. Recent experience at Oshawa illustrates the impacts of losing or gaining new Port users on cargo traffic. The possibilities of such events as existing users being attracted to the St. Mary's facility, or new users being attracted from Toronto Harbour cannot be discounted.

Despite these uncertainties, it remains necessary to form judgements about the magnitude of likely future traffic flows at Oshawa Harbour, and the scale of the Harbour facilities required to support those flows. Based primarily on surveys of Port users, the Study concludes that cargo flows will increase significantly from current levels, that the Harbour can accommodate these flows by improvements within its current confines, and that Harbour expansion to create new wharves fronting onto the lake will not be warranted unless three or more high traffic users are attracted to Port Oshawa.



The traffic projections indicate that the expected cargo flows will increase to the order of 575,000 tonnes over the 1991 to 1995 period, and to 800,000 tonnes by the year 2010. These flows can be accommodated at expanded berthage on the east side of the Harbour. There is sufficient room along the east wharf to expand berthage to accommodate two full Seaway size ships, plus one 135m ship. Expansion at the east side would enable west

Oshawa Harbour Study

side berthage to be converted to commercial, recreational and other "non industrial" uses, as envisioned in the 1984 Oshawa Harbour Development Plan. The O.H.D.P. also proposed a southward expansion of the east side of the Port, to include two Seaway berths in the existing Harbour, two Seaway berths fronting onto the lake, substantial offshore dredging and protection works, and berthage for a cross-lake Roll on Roll off ("Ro Ro") truck trailer ferry service. Interior lands, including the Gifford Hill, were to be regraded to create cargo and trailer storage areas and industrial sites. The O.H.D.P. was essentially a land use allocation and planning exercise, undertaken without specific reference to questions of market or economic feasibility. This Study's assessments of these questions indicate that there is little likelihood of market or economic support for Harbour expansion as envisioned in the O.H.D.P. Barring such events as an exodus of water dependent industry from Toronto or elsewhere, and given their distance from current or potential berthage and their high development (grading) costs, the study concludes that the Gifford Hill lands are most likely surplus to the OHC's market needs.

Economic Impacts

Employment and Other Economic Impacts of Port Oshawa Cargo Flows

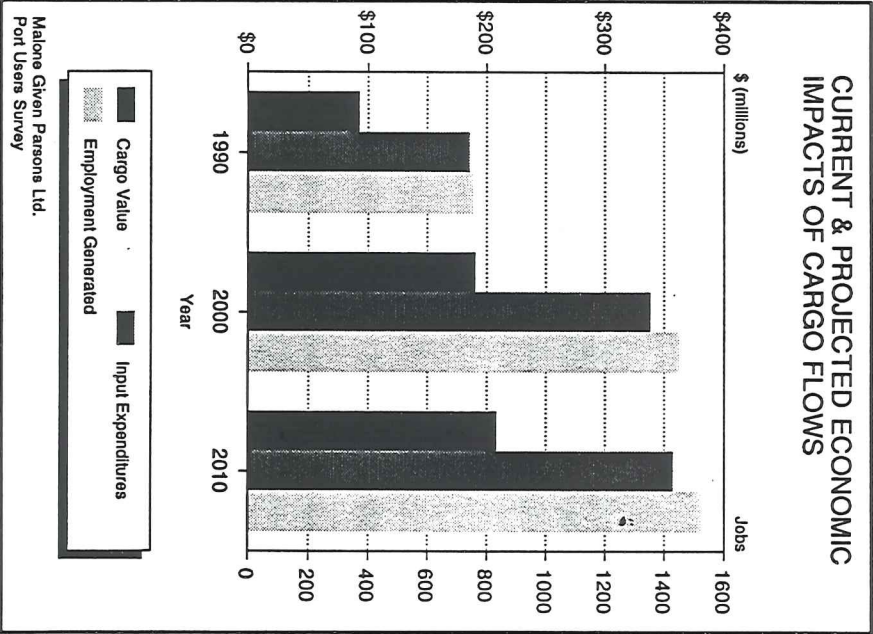
	Year	1990 ⁽¹⁾	2000 ⁽²⁾	2010 ⁽²⁾
In Oshawa				
Direct Employment (jobs) ⁽³⁾		235	550	635
Direct Wages (\$1990 millions) ⁽⁴⁾		\$8.2	19.2	22.1
Cargo Values (\$1990 millions)		\$92	\$190	\$208
In the Broader Economy				
Input Expenditures (\$1990 millions)		\$185	\$338	\$357
Employment Generated (jobs)		750	1,450	1,520

Notes:

- (1) 1990 cargo values are derived from the Port User's Survey. Future values assume no price changes, and are expressed in 1990 dollars.
- (2) Values are based on "Average" Cargo flow projections.
- (3) Assumes trucking industry jobs are located in Oshawa.
- (4) Average wage estimate is from 1990 Annual Average Weekly Earnings for the Transportation Industry, Statistics Canada.

Sources: Port Users Survey, Statistics Canada, Malone Given Parsons Ltd.

The Harbour operation has a number of impacts on the local and broader economies. It provides direct employment and wages locally in Oshawa. Its cargo values represent a volume of business activity which spins off local, regional and wider benefits. The 235 full time jobs and \$8.5 million wages directly attributable to the Harbour are estimated to increase to the order of 550 jobs and \$ 19.2 million in wages (\$1990 annually) by the year 2000, and 635 jobs and \$ 22.1 million in wages (\$1990 annually) by 2010. Cargo values are projected to increase from \$92 million in 1990 to the order of \$200 million (\$1990) by 2010. The direct and indirect impacts of these cargo flows on the broader economy are projected to increase from \$185 million in expenditures and 750 jobs created in 1990, to almost \$360 million in expenditures and over 1,500 jobs by 2010. Note that these expenditures and jobs would be distributed throughout the local to national economies - only a fraction could be expected to accrue to Oshawa itself. Nonetheless these figures highlight the importance of the Port function to the broader economy.



2.0 The Harbour

Impacts of Port Closure

Closing down the Oshawa Harbour would result in different impacts to different users. Those for whom the Port is the only feasible source of supply would be forced out of business, (e.g. dock labour, trucking operations, Chieftain Cement). There are five such users. Their closure would eliminate roughly 220 direct jobs in Oshawa and \$7.6 million in annual wages. At cargo volumes projected for 2010, these losses translate to 595 jobs and \$20.5 million (\$1990) in wages annually. Indirect impacts within Oshawa and through the remainder of the economy would also result.

Those users with alternate sources of supply or distribution would experience significant increases in distribution costs and/or delivered product prices. To the extent that these could be passed on to customers, cost inflation and economic inefficiencies would result. To the extent that increases reduce users' market competitiveness, production and job loss and attendant wage and multiplier contraction impacts would result.

Interchangeable Facilities

It is evident that closing Port Oshawa would have significant impacts on its users and on local employment. Putting aside the question of the desirability of moving employment out of Oshawa, the question remains of whether the needs of Port users and the regional transportation economy can be met by a harbour elsewhere. If this were the case, Oshawa Harbour lands could be released for other, perhaps more desirable uses.

The only potential alternative in the Region is the St. Mary's Cement Corp. wharf near Bowmanville. In addition to fulfilling the company's own cargo shipment needs, this facility is currently operating as a commercial port with coal and salt traffic on the order of 300,000 tonnes/year. St. Mary's has increased its production capacity by two and a half times and proposes to double its current wharfage to enable expansion of storage and shipping facilities. This in turn will increase the company's capacity to handle cargos for other users. St. Mary's is actively pursuing the attraction of other users to their facility

and are clearly a competitor to Oshawa Harbour. However, in the absence of offshore protection works or a protected harbour, the facility cannot provide the sheltered and/or vertical wharf face berthing necessary for liquid bulk or steel, project or general cargos. Hence, in the absence of capital investments in upgraded harbour facilities at St. Mary's (not required for their own needs) or the potential future rehabilitation of the extraction and dock site, Oshawa Harbour and the St. Mary's wharf are not interchangeable facilities. The two will likely continue to compete for dry bulk and possibly other cargos, but the OHC has decided not to try to attract coal or other potentially noxious cargos to Port Oshawa.

Port Oshawa Marina

The Oshawa Harbour Commission also operates the Port Oshawa Marina and is landlord to the new Oshawa Yacht Club. The marina, created in the 1960's and expanded northward in the early 1980's, provides 240 permanent slips as well as full marina services. The marina's rates are competitively priced compared with other marinas in Durham Region and further west, but its general appearance and facilities are substandard. The operation generally loses money after accounting for depreciation expense. Adding back depreciation (accounting on a cash basis) brings the marina to a break even or better position, but the facility is unlikely to generate significant positive revenues without investing in sorely needed refurbishments and increasing its rates.

Major Conclusions

The study concludes that Oshawa Harbour is a viable and self-sustaining entity, performing transport functions important to the local and regional economies. There is an ongoing demand for the functions fulfilled by the Port. This demand is projected to increase in future, but not to levels which would require Harbour development of the scale envisioned in the O.H.D.P., and not to levels which would justify regrading and use of the Gifford Hill lands. Barring the creation of an equivalent facility serving Durham Region, there is no substitute for Oshawa Harbour.

3.0 City's Stake and Role

The City of Oshawa is the biggest stakeholder in the Harbour. This stake has two major dimensions:

- the economic benefits flowing from an active industrial port;
- the benefits, as yet unrealized, of enabling the area's recreational, environmental and other community well-being potentials to be achieved.

The City's stake in an active port is shared with the Region, the Province, the Federal transportation system, port users and all other direct and indirect beneficiaries of the Harbour's transport functions. Its stake in community well-being is driven by the needs and aspirations of its people and those of the larger Region. The City is the only agency whose interests embrace both these dimensions. Situated at the foot of Simcoe Street South, the Harbour should be the City's gateway to the lake. It should be the centrepiece of a lakefront system taking full advantage of the area's waterfront resources. It is primarily the City's loss if the Harbour area potentials for non-port uses cannot be achieved.

Yet these potentials cannot be met without a mechanism focused on achieving a broader set of objectives. These objectives must integrate port economics with community well being. They must be cohesive and complementary, and should have at their heart the idea of creating a centrepiece for the City, and for the Region.

In another time, in expectation of greater benefits than have materialized, Oshawa requested that a Harbour Commission be formed to manage the Port. The Commission enabled federal funding for new wharfrage, facilities and dredging. It was instrumental in creating and managing what has grown to be the Port as we know it today. Circumstances have changed with the passage of time. The west half of the Harbour is largely idle. Federal funding for capital improvements to the Port has stopped and may not be resumed without clear opportunity for cost recovery. The Harbour Commission is therefore faced with fulfilling a narrowly defined mandate that its members and staff genuinely believe in, with limited outside financial support. This has caused the

Commission to explore traffic and revenue enhancing schemes that are understandable in their purpose, but which conflict with the more broadly defined objectives of the City. For example, the location of the Chieftain Cement storage domes on the east wharf should generate significant lease and wharfrage revenues for the Commission. However, the domes are a visual, acoustic and potential dust concern which compromise the overall potential of the waterfront and the Gifford Farm.

Yet the City has little authority to regulate such a use. It has no role in decision-making in the Harbour, no role in shaping what should be its centrepiece on the lake. As an appointed body, the Oshawa Harbour Commission's accountability is to the Minister of Transport, not the people of Oshawa. Its mandate is not to serve a more broadly defined public interest vis a vis social and environmental objectives.

In the regular context of planning or development control in the Province of Ontario, the "public interest" - as nebulous as that concept may be, is the benchmark for decision-making by Council members accountable to their electorate - the ultimate stakeholders in decisions about City and Regional resources.

It is evident that new, more accountable mechanisms embracing better integrated objectives are required. These mechanisms must bridge the jurisdictional barriers and establish a framework for coherent, consolidated planning and implementation of uses around the Harbour. The Study Team believes that the mechanism with the best potential for defining and implementing a more comprehensive set of objectives is the Waterfront Partnership Agreement, as conceived by the Crombie Commission. The Partnership Agreement would essentially be a contract among the agencies with a stake in the Harbour, including the City, the OHC, the Region, the Central Lake Ontario Conservation Authority (C.L.O.C.A.) and others. It would integrate and specify objectives, and the ways in which each signatory would act to implement and achieve those objectives. It would establish:

Oshawa Harbour Study

- a. a basis for consensus-building as the approach to decision-making;
- b. a process for decision-making that involves the City, the Region and other jurisdictions and is accountable;
- c. operating responsibility for port-related activities;
- d. a vehicle for decisions about disposal or development of Harbour lands that provides for a comprehensive view of the Harbour.
- e. a vehicle for obtaining and managing funding such that the pressures to utilize land are not solely motivated by the economics of the port operation.

Both these vehicles would require the full consideration of all benefits and disbenefits of development, sale or investment decisions.

No precedent exists for this form of contract, and while the Royal Commission is examining the concept in a Toronto location, considerable thought and consultation is required before the City and other stakeholders accept the approach. The starting point for establishing commitment to such a structure is that of agreement that all stakeholder interests can be met through the mechanism.

Should this mutual agreement prove impossible or the Partnership Agreement not appropriate, the alternatives for the City, the OHC and other stakeholders would include:

- a. Maintaining the jurisdictional status quo with an acknowledged responsibility by the City and the Harbour Commission to work within an agreed upon plan for redevelopment of the Harbour.
- b. Petitioning the Federal Government to disband the OHC and return all jurisdiction for planning, development control and port operations to the City.

- c. Creating through legislative changes, development control over land use changes that use such Provincial statutes as the Planning Act and the Environmental Assessment Act as mechanisms for control, even if the Oshawa Harbour Commission continues as a Federal responsibility.

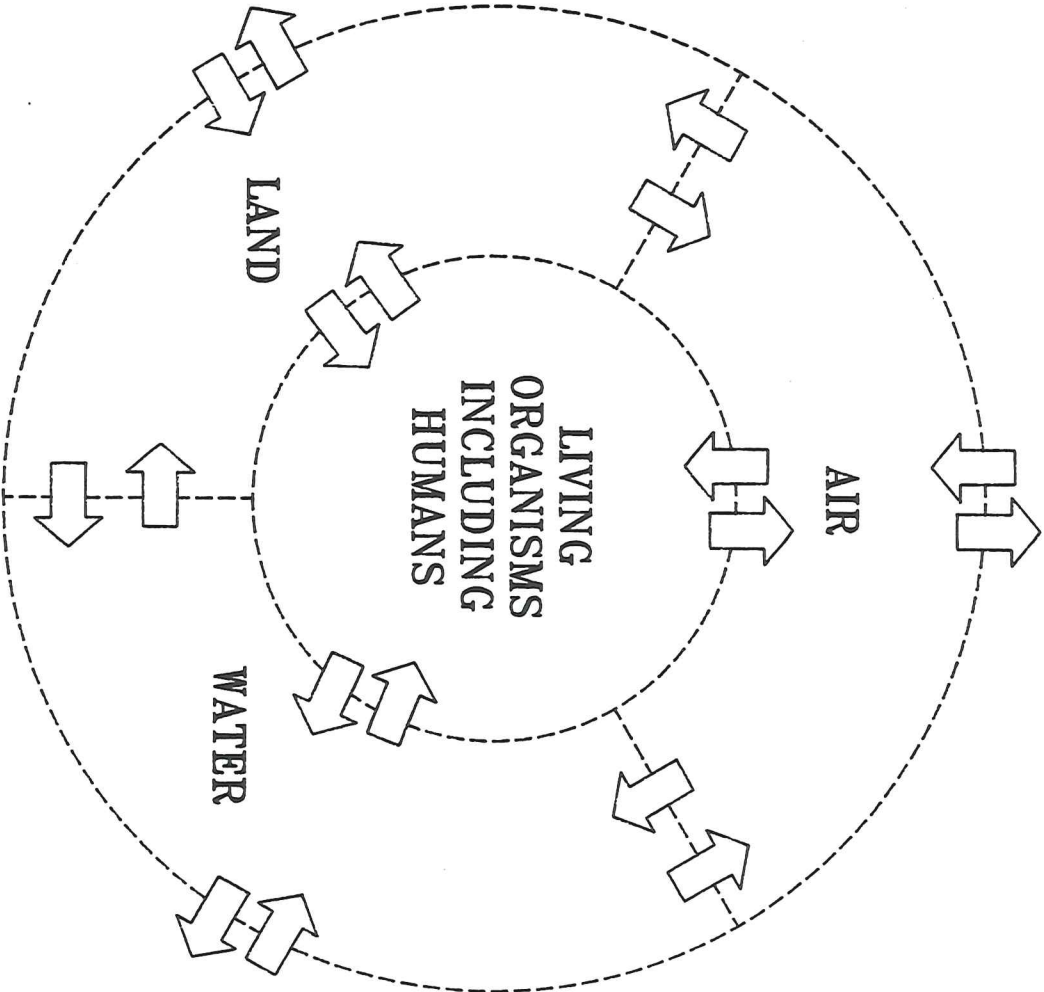
The fundamental need is for the City of Oshawa to have an active role in decision-making that furthers comprehensive ideals and objectives.

4.0 Principles and Objectives

To date, development within Oshawa Harbour has been managed on an ad-hoc, project-by-project basis, treating port economics separate from environmental and social issues. To overcome this problem, planning and policy formulation for future development within the Harbour must be based on a clear set of principles and objectives, established as a foundation for consensus-building amongst interested parties and for evaluating proposed development. To this end, an *ecosystem approach* to planning and future development, as espoused by the Royal Commission on the Future of the Toronto Waterfront, is needed. The Royal Commission stresses that an ecosystem approach must recognize that everything is intricately interrelated - air, land, water and living organisms (including humans) - and that development requires a comprehensive and systematic consideration of all of these components. Specifically, this approach requires that social, economic and environmental factors be weighted equally.

The fundamental principles of the Royal Commission have been adopted by the Study Team and augmented to guide the formulation and evaluation of alternative land use concept plans for the Harbour. The Commission's principles, which generally have received widespread government and public support, are: Clean, Green, Useable, Diverse, Open, Accessible, Connected, Affordable and Attractive. In addition, and in recognition of the special features of Oshawa Harbour, the following principles also have been adopted: Distinctive, Collaborative and Realistic.

Each principle may be implemented through a series of objectives that is specific to the Harbour. These objectives are set out on the following pages.



Source: Watershed, Royal Commission on the Future of the Toronto Waterfront, Interim Report, Aug. 1990.

Oshawa Harbour Study

<u>Principle</u>	<u>Objectives</u>	<u>Principle</u>	<u>Objectives</u>
CLEAN	1. To manage and, wherever possible, improve water quality within and adjacent to Oshawa Harbour and Lake Ontario.		9. To promote land and marine uses of the Harbour which maximize the economic benefits to the Oshawa community in terms of: a. direct job creation/retention b. generation of net tax revenues c. minimizing substantial capital outlays from the public purse d. maximizing the use of existing infrastructure e. maximizing efficient contributions to the transportation system and its dependent economies.
	2. To promote controls on use and construction adjacent to Lake Ontario, Oshawa and Montgomery Creeks to ensure no net loss of productive capacity of fisheries habitats.		
	3. To ensure that stormwater flows are managed to maintain the aquatic ecosystems, particularly in the Second Marsh.		10. To create an environment for year-round activity.
	4. To minimize adverse effects upon wildlife habitats and air quality by controlling dust, noise, vibration, odour and domestic predation within and adjacent to the Harbour.		11. To avoid the use of flood prone areas for habitable uses.
	5. To respect the sensitivity of the Second Marsh and the associated vegetation as a diverse and productive ecological community.		12. To provide opportunities for residents and visitors to study and/or observe the Second Marsh as a healthy, functioning ecosystem.
GREEN	6. To establish an appropriate buffer between the Second Marsh and adjacent uses.	DIVERSE	13. To develop Oshawa Harbour as an animated, diverse activity centre where people can live, work, recreate and interact year-round.
	7. To promote re-vegetation, park-like settings and greenways*, wherever appropriate.		14. To balance activities in and around the Harbour to create a mix of functions that will harmoniously blend active and passive, land and marine uses in public and private facilities.
	8. To promote land and marine uses of the Harbour which maximize the socio-cultural, recreational and environmental benefits to the Oshawa community.		15. To maintain visual access to the Harbour and waterfront through control of building siting, height and massing.
USEABLE		OPEN	16. To allow direct access to the entire waterfront, where possible.

* Greenways here refer to naturally or culturally significant areas, or green corridors/open spaces for jogging, cycling, walking, cross country skiing, etc. ("Options for a Greater Toronto Area Greenlands Strategy, 1990", Kanter Commission.)

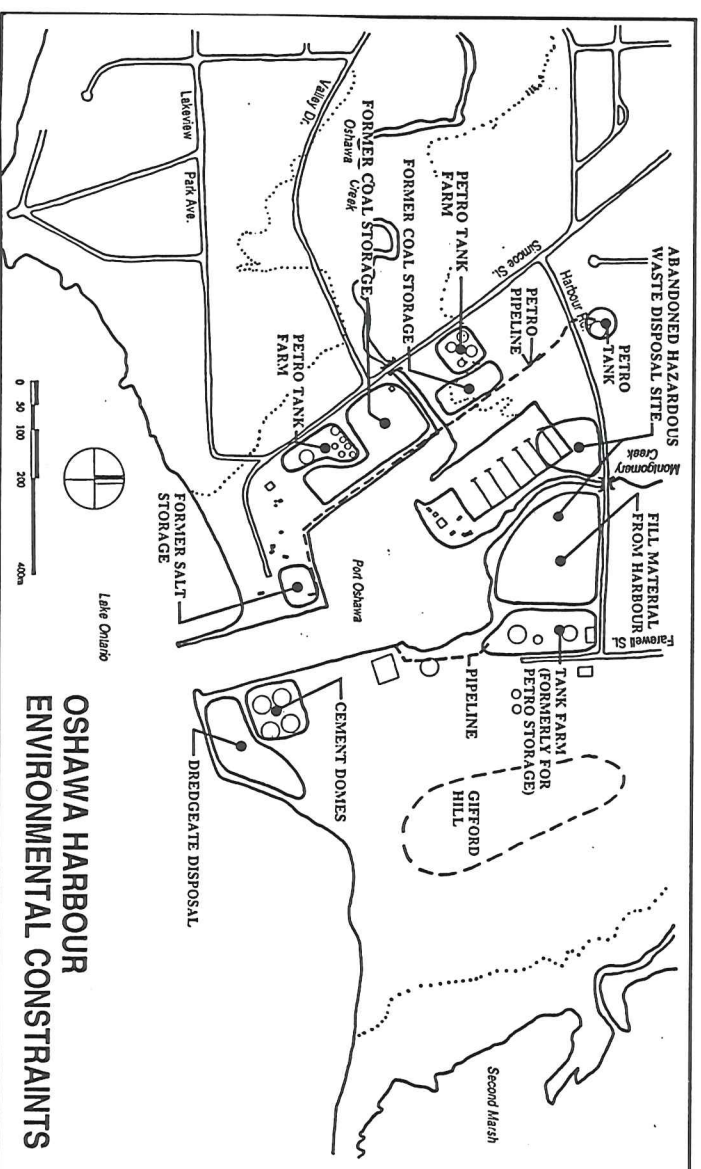
4.0 Principles and Objectives

<u>Principle</u>	<u>Objectives</u>	<u>Principle</u>	<u>Objectives</u>
ACCESSIBLE	17. To ensure that no exclusive interests control access to the waterfront and that lands along the Harbour and Lake Ontario shorelines ultimately are in the public domain.	DISTINCTIVE	26. To promote Oshawa Harbour as an important focus for tourism, recreation and economic development on the City's waterfront.
	18. To create a system of access which will allow for the safe and convenient movement of pedestrians, cyclists and physically impaired persons along the waterfront.		27. To enhance and reinforce Oshawa Harbour as a distinctive waterfront resource in Durham Region and along Lake Ontario, with unique natural, environmental and historic significance.
	19. To establish road and transit links to the Harbour with supporting parking that will facilitate access and use.		28. To facilitate implementation of the development plan through collaboration amongst all parties with an interest in or influence over Oshawa Harbour, and specifically through defining a consistent purpose wherever possible.
CONNECTED	20. To link the Harbour with the trail system (existing or planned), along the waterfront and valleys.	REALISTIC	29. To identify realistic capital improvements for a public space system within the City.
	21. To connect Harbour uses with greenway, urban street and sidewalk networks.		30. To establish land uses and policy parameters which are appropriate to Oshawa Harbour, which are viable from environmental, market, economic and related perspectives, and which can be logically phased and serviced.
AFFORDABLE	22. To encourage the provision for direct connections to Highway 401 and Regional roads.		
	23. To provide the opportunity for affordable housing within or adjacent to the Harbour.		
ATTRACTIVE	24. Opportunities for access to the Harbour should exist for all segments/income groups of the Oshawa community.		
	25. To promote positive urban form through consistent, compatible and attractive land use functions and facilities.		

Oshawa Harbour Study

Oshawa Harbour comprises many challenging opportunities and constraints to future development. Its situation within the economic heart of Durham Region between public parkland and the natural habitats of the Second Marsh ecosystem, provides unique potential to accommodate a wide diversity of waterfront related activities. However, the Harbour area is confronted by environmental legacies from industry, other environmental challenges including significant floodplain restrictions on the west side of the Harbour, and key economic and jurisdictional issues. Each of these are separately highlighted below and confirm the need for a comprehensive and cooperative ecosystem approach to future development within Oshawa Harbour.

A. NATURAL ENVIRONMENT



SOIL CONTAMINATION

Abandoned coal storage areas (on west wharf, north and south of Oshawa Creek). Sulfurs in surface soils have oxidized over time forming sulfuric acid which, in turn, has leached metals from the soil, percolating to Oshawa Creek and the Harbour. Sediment samples from adjacent waters suggest development on these sites would not pose a risk to public health, but the coal sites do present a leachate liability for adjacent waters. Prior to a change in land use, soil tests must be conducted and compared to the MOE Site Decommissioning Guidelines criteria*. Should these criteria be exceeded, remediation will be required. If, for any reason, the soil had to be removed from site, MOE Regulation 309 testing would be required to determine the hazardous waste content of the soil**. Should such material prove hazardous (e.g. if there had been a fire on site which produced polyaromatic hydrocarbons), removal and disposal in an appropriately licensed site could be extremely costly.

Response: There do not seem to be any on-site constraints to development from public health and safety perspectives. No coal processing is known to have occurred on these sites and therefore there is little or no potential threat of coal tar deposits. Mitigation/management options could include a lime based slurry curtain installed downgrade of leachate migration on the site perimeters. (This technique could neutralize leachate and reduce the transport of metals to receiving waters.) And, if soil remediation is required, the soil could be removed and disposed. This approach would be very

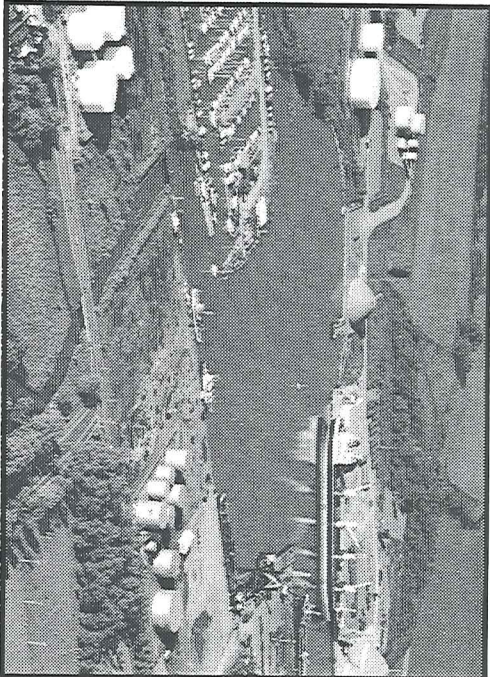
* The Ministry of the Environment "Guidelines for the Decommissioning and Cleanup of Sites in Ontario" (February 1989) are used to evaluate soil conditions at sites from a health and safety point of view for particular land uses. The Guidelines provide criteria for 2 land use categories: agricultural/residential/parkland and commercial/industrial. Soils on site must be sampled in accordance with the Guidelines. If the criteria are exceeded, then remediation must occur prior to development.

****** M.O.E. Regulation 309 (under the Environmental Protection Act) must be used if any material is to be removed from the site. There are 2 categories of waste under this Regulation: non-hazardous solid or liquid industrial, and hazardous.

Oshawa Harbour Study

expensive, particularly if hazardous material is involved. (Disposal costs could run \$500-700/cubic metre.) An alternative less costly approach to remediation would be soil treatment, which could involve coating contaminated soils with bonding materials via soil injections.

Existing tank farms and petroleum pipelines (on west wharf serving OLCO, Petrocor and Lakes Terminals). MOE has only one record of a spill in this area, resulting from a break in the pipeline north and east of the OLCO site. However, given the nature of these uses (i.e. handling and infrastructure) it seems likely that other (unrecorded) spills have also occurred. This type of soil contamination is a concern due to the presence of potentially explosive gases that may also have other health-related effects.

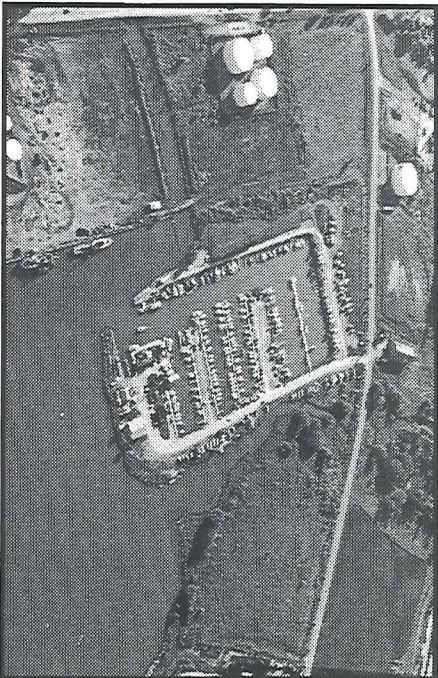


Tank farms and former coal storage areas.

Response: *Prior to any redevelopment on the recorded spill site, the soils must be tested against MOE Site Decommissioning Guidelines and any necessary remediation must be carried out. If any material is to be removed from the spill site, then MOE Regulation 309 testing must be done to determine the materials' chemical content and potential environmental hazard. If there is evidence or suspicion (e.g. by MOE, purchaser, etc.) of spills elsewhere on the west side of the Harbour, then testing and remediation will be required prior to development for new uses (including parking). Decommissioning and removal of the tank farms would be costly, but could reveal the extent of potential spills. Mitigation/management could be achieved through soil*

treatment via gas venting systems (which present the issue of maintenance costs) or, coating contaminated soils with bonding materials. Alternatively, the soil could be removed and replaced with clean fill. If the soils are contaminated with petroleum products only, disposal costs could run \$100-150 per tonne.

Abandoned hazardous waste disposal site (adjacent to and west of Montgomery Creek). Paints, paint sludges, thinners, scrap metal, furnace ash and lumber were disposed on site between 1937 and 1957. Development on this site is severely restricted due to volatile organic and other soil hazards. Soil and sediment samples taken from the adjacent marina basins indicate levels of copper, chromium, nickel, lead, zinc and polychlorinated biphenols exceed the Open Water Disposal Guidelines.



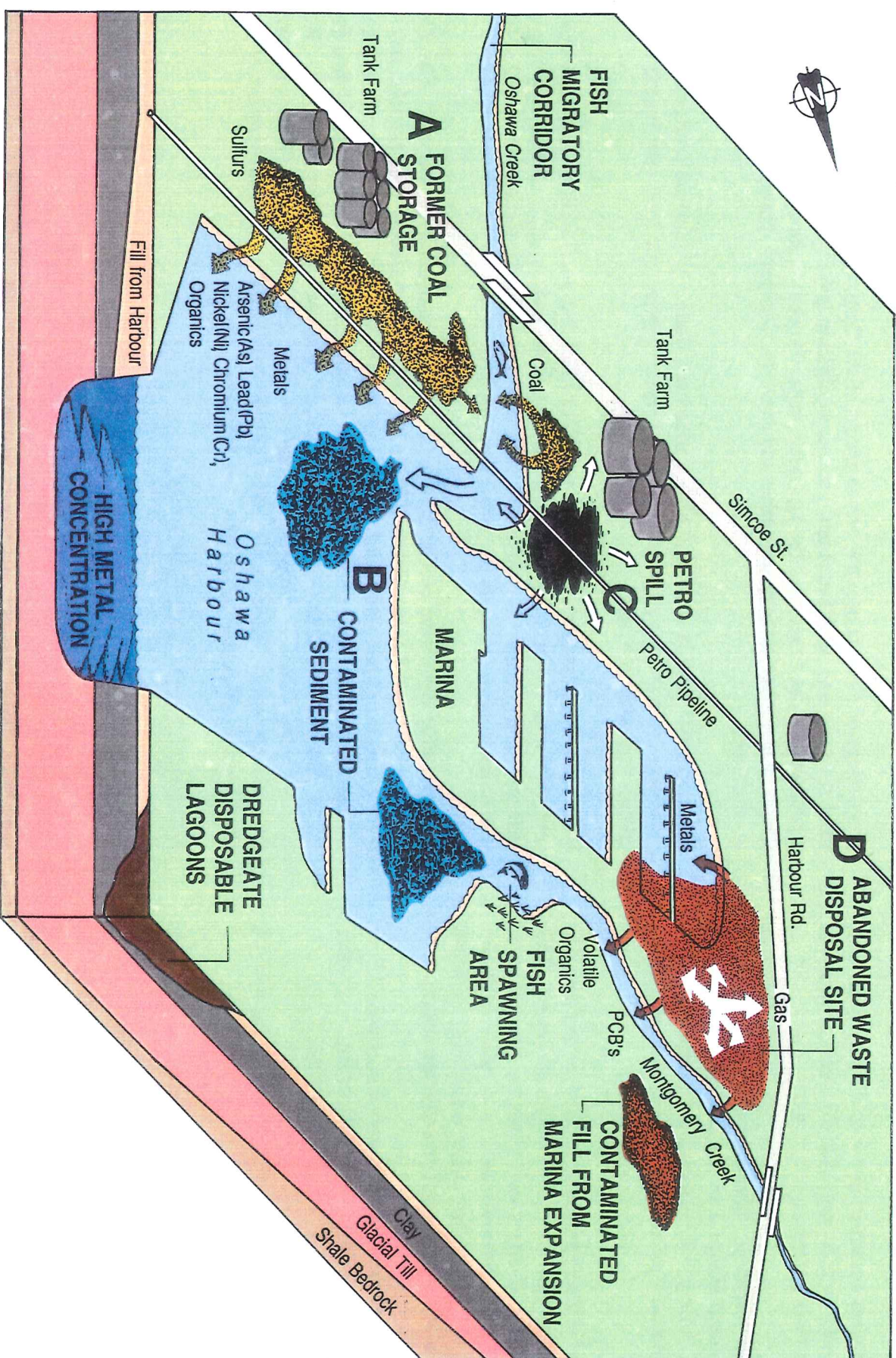
Abandoned hazardous waste disposal site north and east of marina. (Photo looking from south).

In the 1970's, (landfill) lands north of the marina were excavated to create a new marina basin. At least a portion of the excavated materials (ie. hazardous waste) was disposed of immediately east of Montgomery Creek.

Response: *The price tag associated with cleaning the contaminated soils on the abandoned site would be enormous and unrealistic from a development economics perspective. Therefore, only such uses as parking, storage or passive open space should be considered for this site. Any proposed change in use (e.g. parking), would require a gas monitoring program to be carried out and used as a basis for determining the*

5.0 Issues

Oshawa Harbour Major Environmental Issues



Legend

- A** Sulfur in coal oxidizes to form sulfuric acid which in turn leaches metals from the soil into the harbour. This process occurs above the groundwater table.
- B** Contaminated sediments are transported via Oshawa Creek to Oshawa Harbour.
- C** A documented petroleum spill has the potential for entering both Oshawa Creek and Oshawa Harbour as well as off-site to the north and west of the property.
- D** The abandoned waste disposal facility is a source of metal, PCB and volatile organic contamination to both Montgomery Creek and Oshawa Harbour.

Oshawa Harbour Study

appropriate mitigation and management measures necessary prior to development. Soil removal and replacement with clean fill would cost roughly \$20-28 million, which is unrealistic for project viability. Alternatives to this approach include:

- *Soil recycling through high pressure soil washing. Imported technology for this technique is currently being tested in Toronto Harbour at a cost of \$10 million for 60,000 tonnes of waste. (The Oshawa Harbour site contains an estimated 41,000 tonnes of material.) As with the soil removal option, this technique would not be economically viable.*
- *Soil treatment through capping the site and utilizing pumping wells to collect leachate and pump it to the Harmony Creek Water Pollution Control Plant for treatment. This approach could cost \$50,000, plus the costs of operation, potential pre-treatment requirements and monitoring. Current MOE policies discourage capping in favour of contaminant clean-up. Therefore, this soil treatment option would require MOE endorsement as an effective and appropriate environmental remediation measure.*

Any proposed change of land use on the said lands east of Montgomery Creek would have to be evaluated against MOE Site Decommissioning Guidelines and, if any materials were to be removed from the site, Regulation 309 testing would also be required.

Former salt storage areas (on west channel and south wharfs) may have impacted the groundwater.

Response: Former salt storage within the Harbour does not pose a problem for future development supplied by municipal water.

WATER QUALITY

Contamination by upstream and port users and abandoned waste disposal site. Water and sediment quality analyses in Oshawa Creek indicate high contaminant levels

and a range of metal concentrations in excess of the Provincial Water Quality Objectives. Coal storage areas, tank farms and petroleum pipeline leaks/spills would contribute only a portion of these contaminants. Upstream uses also contribute contaminants to Oshawa Creek (e.g. former tannery and other industry, unauthorized dumping of domestic and other waste).

Montgomery Creek is small and highly urbanized draining industrial lands to the north. Upstream users and the adjacent abandoned waste disposal site have contributed to water quality degradation here.

Water and sediment quality analyses in Oshawa Harbour itself indicate high contaminant concentrations (from Oshawa Creek contaminants and possibly from on-going port industrial and marina activities). As with the Oshawa and Montgomery Creeks, water contamination has seriously degraded fish habitats.

Response: Upstream contamination should be controlled at source. The City's ongoing Oshawa Creek Master Drainage Plan study should address the issue of management and mitigation measures necessary to address "at source" contamination. Within the Harbour area, this could include requirements for the provision of lime based slurry curtains and other measures to control leachate from adjacent lands. Water quality control measures along Oshawa and Montgomery Creeks should be complemented by environmentally sensitive planning, design, construction and management of future development within and adjacent to the Harbour area.

SEDIMENTATION AND DREDGING

Expensive ongoing dredging requirements. Sediments flowing from Oshawa and Montgomery Creeks and Lake Ontario wave action near the Harbour mouth create the need for expensive dredging within Oshawa Harbour every two to four years to permit continued shipping operations. The problem is most apparent at the mouths of Oshawa and Montgomery Creeks and at the Harbour mouth itself.

Response: As part of the Oshawa Creek M.D.P. study, consideration should be given to such sediment control measures as a settling pond (which could double as an aesthetic entry feature), sediment traps along or near the mouth of Oshawa Creek, or creek mouth modifications to disperse sediments. Pending the conclusions of the Oshawa Creek M.D.P. study, and if the port is intended to serve a long term industrial shipping function, the feasibility of creating a sediment sink in the Harbour bottom should be pursued. If, however, the port is intended to serve a non-industrial role, then sediment accumulation within the inner harbour would not necessitate extensive costly dredging for over 200 years.

Dredging and filling. The open waters of the Harbour were created by dredging the marshland which historically joined the mouths of Oshawa and Montgomery Creeks. Extensive dredging of the Harbour and filling modifications over the years have created the wharfage and contiguous lands on both the west and east sides of the Port, as well as lands surrounding the marina and Montgomery Creek. Dredging also has dramatically eliminated the natural substrates and vegetation in the Harbour.

Response: Dredging and filling has created an interesting and valuable harbour resource for the City. These activities also have provided the opportunity to create a variety of exciting waterfront attractions and facilities adjacent to the Harbour wharfage. However, dredging can mobilize contaminated harbour bottom sediments and further destroy substrate compositions, and thus should be avoided to the extent possible. Soils originating from Harbour fill likely classify as non-hazardous solid industrial waste, but Reg. 309 testing would be required to confirm this. Harbour fill may also pose some geotechnical limitations to construction. These limitations will normally be addressed through the detailed design process.

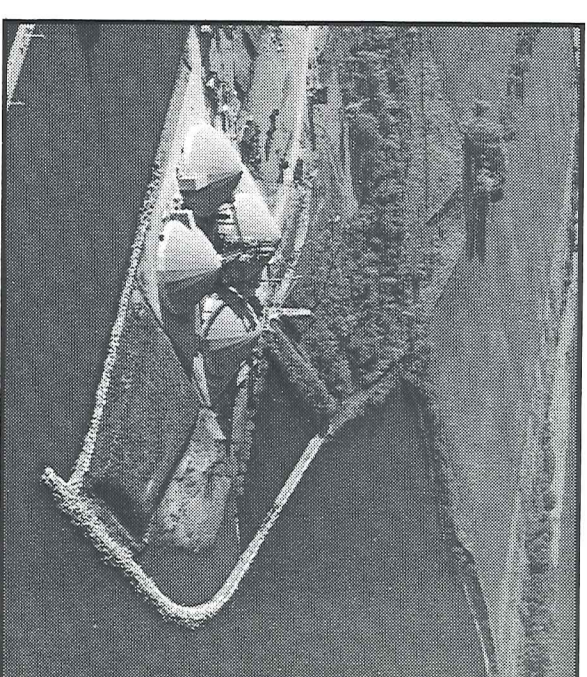
Dredgate storage east of Harbour mouth. On-going dredging requirements create the need for dredgate storage. Given the expense associated with off-site disposal and the constrained landfilling capacity in the Greater Toronto Area, storage within the Harbour area is preferable. Two dredgate cells have already been created east of the Harbour

mouth; however, these cells only have a two to four year capacity remaining and the Oshawa Harbour Commission is conducting an environmental assessment for a third cell immediately east of the existing cells.

Response: Dredgate storage cells create a unique opportunity for waterfront recreation. Dredging (and hence storage) requirements could be minimized by measures suggested above and a confinement of port industry to the east wharfs. Development on the dredgate cells likely would require chemical analysis to ensure that the soils meet the MOE Decommissioning Guidelines. Geotechnical limitations may also be present and must be assessed prior to development.

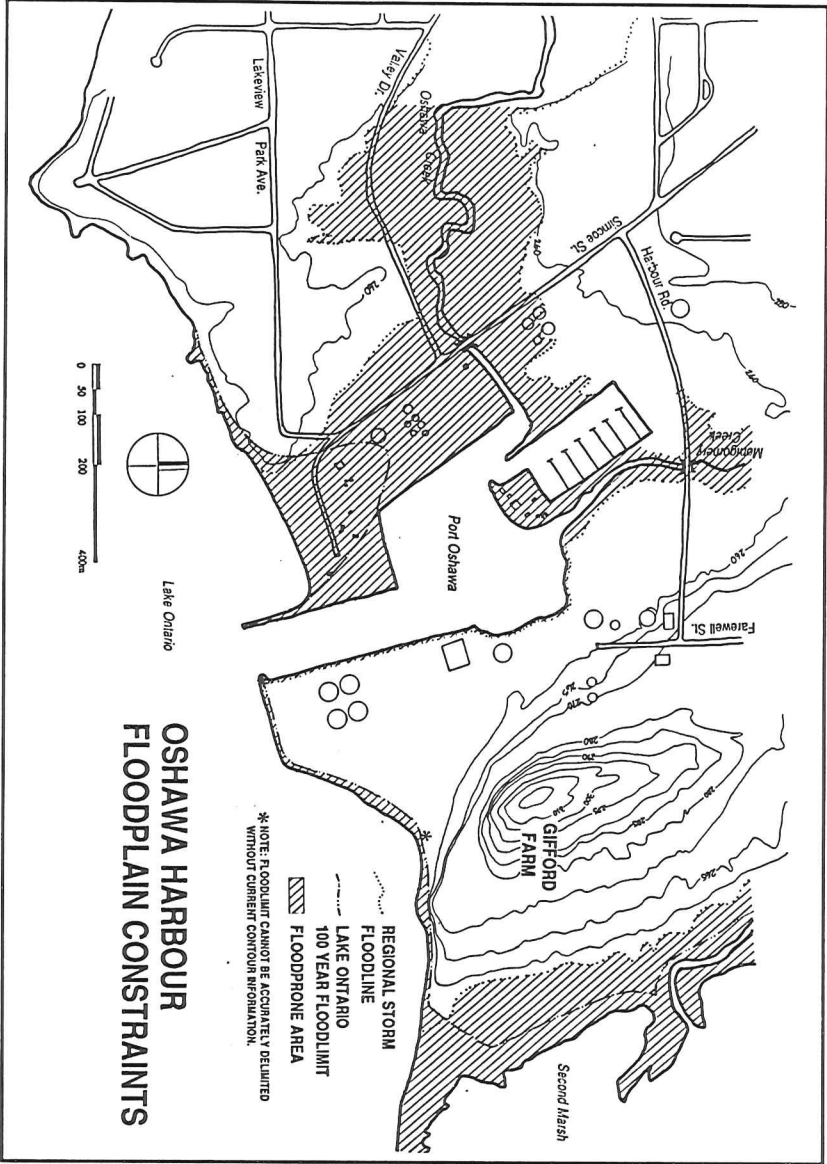
FLOODPLAIN

Regional Storm Floodline of Oshawa and Montgomery Creeks includes most of the west side of the Harbour. C.L.O.C.A. general policies prohibit new active development in these areas, but may permit passive uses such as open space and walking trails. C.L.O.C.A. considers exceptions only on an area-specific basis, subject to acceptable floodproofing measures being implemented. Development would have to provide for ingress and egress in the event of a flood.



Storage cells for harbour dredgate.

Oshawa Harbour Study



Response: C.L.O.C.A. may support certain active but non-habitable uses if one of the following strategies is implemented for floodprone areas:*

(i) Floodproofing to the Regional Storm level by implementing a balanced "cut and fill" approach to the floodplain area proposed for active use. This approach may not yield any net gain in developable area given that all fill must be balanced by an equal and corresponding cut.

(ii) Application by the City to C.L.O.C.A. to lower the regulatory storm to the 100 year return period level on a watershed-wide basis (ie. for the entire Oshawa Creek watershed). If implemented, this would allow active development above the 100 year storm floodline, which may free up more of the west wharf for active use. This approach would require floodproofing to the Regional Storm level throughout the watershed.

(iii) Designation of the Harbour lands as a Two Zone Concept area whereby a "Floodway" and "Flood Fringe" are identified. Active development would be permitted within the Flood Fringe if floodproofing to the Regional Storm level is provided. This approach allows development within a relatively low risk flooding zone and maintains floodproofing to the Regional Storm level.

(iv) Declaration of a Special Policy Area which may provide for certain active uses as considered appropriate by C.L.O.C.A. The S.P.A. would be implemented by M.N.R., C.L.O.C.A. and the Ministry of Municipal Affairs. To date, S.P.A.'s are generally considered for areas of existing development. If applied to Oshawa Harbour, flood damage would still be a possibility, but this approach may result in a net reduction in potential flood damages by prohibiting the development of high risk structures.

It is not appropriate at this time to conclude which flood management approach is most appropriate within the Harbour area given that existing Regional Storm floodline limits are currently being re-evaluated as part of the Oshawa Creek Master Drainage Plan Study.

* Active, non-habitable uses include most forms of active uses except those uses that entail 'overnight' stays. Most commercial and industrial uses could be considered acceptable by C.L.O.C.A. provided they are floodproofed to the Regional Storm level.

The 100 year Flood Limit of Lake Ontario in the vicinity of Oshawa Harbour is set at 75.9 metres above sea level. No active development should occur within this limit unless appropriate floodproofing and shoreline management measures are implemented to the satisfaction of C.L.O.C.A.

Response: Appropriate shoreline management and floodproofing measures must be considered in consultation with C.L.O.C.A. in the context of any future development planned within this flood limit area.

OFF-SHORE FILL

MOE policies discourage lakefilling. Past practices in Lake Ontario have resulted in extensive lakefilling, and not always with clean material. Shoreline alterations impact wave activity, sedimentation and deposition patterns. Major breakwaters and off-shore works proposed in the 1984 O.H.D.P. aimed to cost-effectively dispose of graded material from Gifford Hill and to protect the Harbour from sedimentation and wave action. In light of MOE policies, this may not be viable. Further, the implications of the lakefilling measures proposed in the O.H.D.P. on the Second Marsh barrier beach must be considered.

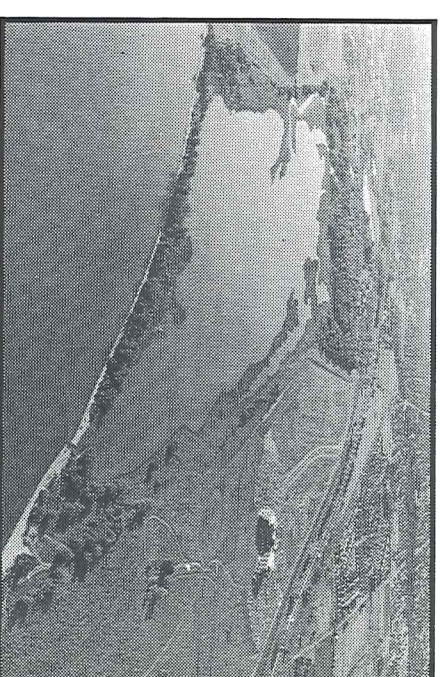
Response: Lakefilling could provide an opportunity for shoreline regeneration, creating sedimentation and erosion control at the lake interface, enhanced wildlife and fisheries habitats, and improved active/passive recreational opportunities such as hiking and bird-watching (e.g. Tommy Thompson Park, formerly known as the Leslie Street Spit). Any lakefilling proposed would be subject to an Environmental Assessment.

SECOND MARSH

Class II Wetland and provincially significant ANSI (Area of Natural and Scientific Interest). In 1986, the OHC established the Second Marsh Management Committee to prepare a Management Plan to direct future use of the marsh and ensure compatible co-

existence of the marsh and the port. The Management Plan, in recognition of the marsh's diverse wetland and aquatic vegetation and wildlife habitats, states that the marsh should fulfil limited passive recreational and educational needs of the public, school boards and the scientific research community, while not contributing to the degradation of the natural marsh ecosystem. The Plan recommends enhancement and maintenance of the marsh, and the provision of visitor service facilities on the west side (including an interpretive centre), walking trails, boardwalks and observation towers. More recently, the City has expressed interest in reacquiring ownership of the marsh (deeded in the 1960's to the OHC for harbour expansion purposes), and has recently initiated the Second Marsh Management Steering Committee to develop an implementation and management strategy as well as detailed designs for the marsh.

Response: The marsh is an environmentally sensitive wetland and heritage resource which must be protected. Marsh wildlife and vegetation would be sensitive to noise, lighting and visual impacts of development, particularly on the eastern side of Gifford Hill, which functions as a bird migratory corridor from the Lake. The upland area naturally drains directly into the marsh and strict stormwater management measures will be necessary to control the runoff of any future development. Marsh protection should be achieved through provision of a wide tree screened buffer as well as ecosensitive planning, design, construction and stormwater management of "low impact" uses (e.g. open space, prestige offices) on the Gifford Farm. The marsh provides an excellent opportunity for nature interpretation, nature trails and education. There is also the



Second Marsh and barrier beach.

Oshawa Harbour Study

potential to connect the marsh to the General Motors Wildlife Reserve and Darlington Provincial Park via trails, creating a major natural park attraction of City-wide, provincial and perhaps national significance.

Environmentally sensitive barrier beach protects the marsh from severe turbulence and currents in Lake Ontario. The beach maintains equilibrium between sediment deposition and erosion.

Response: Construction activities (e.g. lakefilling) or increased sediment loadings which may interfere with the equilibrium process must be avoided. The beach may be too environmentally sensitive to support a waterfront trail, and any proposed beachfront trail would require an environmental feasibility and impact study prior to development.

FISHERIES

Policy of No Net Loss in productive capacity of fish habitats, pursuant to the Federal Fisheries Act. Activities which may lead to destruction or alteration of fish habitat, including addition of deleterious substances to the water, must be assessed during plan reviews by the Ministry of Natural Resources. The policy also applies where existing habitat is of poor quality, and all government levels and private developers are subject. The fish habitat management policy provides for Fisheries Compensation Agreements, where considered appropriate, which detail proponent obligations in providing replacement habitat of equal or greater value.

Response: Any public or private shoreline development, dredging or construction activities within the Harbour area could increase sediment or contaminant loads, and will be subject to this policy.

Marginal habitat quality in lower reaches of Oshawa Creek due to the impacts of industry and stormwater runoff on water quality. Little cover along the shoreline and limited instream cover remains.

Response: Impacts of development in the near-mouth of the Creek must be minimized and spawning run access maintained (e.g. for rainbow trout and chinook salmon).

Montgomery Creek near-mouth provides better fish habitat potential than the mouth of Oshawa Creek. While Montgomery Creek is highly urbanized and considered to have low fisheries potential, the near-mouth provides good spawning habitat (e.g. for pike) due to its more natural shoreline, pronounced littoral zone, shore and instream cover and better substrate composition.

Response: Any dredging or development activities in the vicinity of Montgomery Creek must be sensitive to the good spawning habitat and fisheries potential at the near-mouth of the Creek.

Limited habitat in Oshawa Harbour. Water quality is poor due to contaminants from Oshawa and Montgomery Creeks and industrial runoff from the Harbour. Apart from Creek mouths, there are no remaining natural shorelines, and dredging has eliminated natural substrates and vegetation.

Response: The Harbour provides access for spawning runs and some benefits as a protected refuge for fish resident in Lake Ontario. Further construction around the Harbour would increase turbidity and siltation, and thus must be carried out in consideration of minimizing the negative impacts on fisheries and fish habitats within and adjacent to the Harbour.

Nearshore area of lake supports abundant fisheries (e.g. freshwater drum, yellow perch, lake trout, round whitefish, chinook and coho salmon). Contaminant mobilization within the Harbour increases siltation in the adjacent nearshores of the lake. Any offshore development activities adjacent to the Harbour would destroy existing habitat.

Response: Maintain access for species dependent on lake-river interface through water quality controls. Any future construction or dredging activities should be designed to minimize mobilization of contaminants during spawning periods. Offshore filling, if done right, could enhance/create new fish habitats.

Second Marsh is a valuable fisheries resource. Fish habitat quality has deteriorated in the past, primarily due to increased sedimentation and resulting changes in water depth. Any changes in adjacent land uses could exacerbate this problem.

Response: A wide buffer and effective stormwater management practices which avoid direct runoff to the marsh must be provided to protect the marsh from Harbour development.

WILDLIFE

Noise, lighted structures and visual impact of development, particularly around and east of the Gifford Hill, could disturb Second Marsh wildlife. Both staging and nesting waterfowl and other marsh birds are highly sensitive to human disturbance.

Response: A wide buffer is needed to act as a predator barrier (e.g. for domestic cats and dogs), to provide nesting birds protection against predation, as well as to buffer the marsh from adjacent development. A variety of trees and shrubs should be used within the marsh buffer zone to enhance the natural appearance and value to wildlife. Native species include ash, maple, dogwood and viburnum. Some conifers (e.g. spruce and cedar) could also be incorporated to ensure the buffer is effective in late autumn and early spring.

AIR QUALITY

Noise, odours and suspended particulates (e.g. dust/pollutants from industry or automobiles) affect ambient air quality. The "airshed" of Oshawa Harbour extends far beyond the boundary roads of the Harbour itself. Within the Harbour, existing shipping operations cause noise, dust and odour problems which must be considered in determining appropriate uses and development design for nearby lands. Future construction could exacerbate some of these problems, at least temporarily.

Response: The marsh wetland is particularly sensitive to impacts on air quality, and mitigation measures, particularly through the design of an adjacent buffer, would be necessary. Odour from stormwater discharge is also an issue at the lake-river interface for wildlife and aquatic habitats and human activities. Such odour should be controlled through stormwater management measures for future Harbour development.

Oshawa Harbour Study

B. ECONOMIC ENVIRONMENT

SITE REMEDIATION

Who are/were contaminant contributors? Who is responsible for clean up? And is accessing the public purse appropriate/required? The viability of any proposed redevelopment plan is dependent on the ability to identify responsibilities and opportunities for funding the potentially high costs of site remediation and environmental mitigation. Contaminators (e.g. upstream users on Oshawa Creek or abandoned landfill users) may no longer be trackable, which means other parties would have to bear the financial burdens. Prior to any sale transaction of Crown land (i.e. the majority of lands adjacent to the inner harbour), the Federal Treasury Board will require an assessment of site environmental conditions. Any proposed change of land use must meet the MOE Site Decommissioning Guidelines. If excavation and disposal of site materials are proposed, MOE Reg. 309 testing must determine the nature and extent of any environmental hazards. Further, all new



Chieftain cement domes, looking northward from Lake Ontario.

development would be subjected to the Department of Fisheries and Oceans No Net Loss policy which could require mitigation measures to ensure the productive capacity of fish habitats will be maintained or enhanced. These requirements plus any necessary floodproofing measures could add significantly to the costs of preparing a site for development. Who should pay - local industry? City residents? Durham Region? the Province? the Crown? If existing industry is deemed responsible, at least in part, how should they be approached for funding, by who and what associated implications might there be?

Response: Issues related to who is responsible for environmental clean-up/mitigation and who pays require further investigation and should be pursued jointly by all stakeholders in the Harbour. The "Orphan Sites" program announced this Spring may provide federal subsidies for clean-up of abandoned contaminated sites. This program, jointly funded (50/50) by the Federal (via Environment Canada) and Provincial governments, is intended to clean up high-risk contaminated sites where the responsible party cannot be identified or is unable to pay for clean-up, and return them to the public. Sites qualifying for clean-up under the program will be determined by federal/provincial working groups over the next year.

HOUSING

Less than 4% of the City's population lives within 1 km of the waterfront. Housing near the waterfront provides animation and enhances recreational opportunities for residents. There is presently limited executive or "move-up" housing in City and affordable housing is an ongoing concern. While the Harbour could provide an excellent opportunity to address these problems and to generate revenue from residential land values to carry out other planned Harbour improvements, housing in the area would also have to be sensitive to: soil conditions; construction impacts on water/air quality; floodplain restrictions; buffer requirements for the Second Marsh ecosystem; building height (ie. potential obstruction of views); land use compatibility; slopes; public transit requirements; urban design; stormwater drainage; flooding, etc.

Response: The Harbour could create a unique living environment, particularly for empty-nesters, childless couples and singles which do not require proximity to schools. Adequate support infrastructure (ie. schools, fire and police protection, hydro, gas, cable etc.) is (or can readily be made) available to service residential growth in the Harbour area. Housing here could provide waterfront animation, a local labour pool for nearby business and an immediate market for local commerce. The area provides an excellent amenity package (lake, harbour, trails, Second Marsh, Lakeview Park, Highway 401, etc.) and could provide an attractive "move-up" housing source for the City. Affordable housing could also be provided within or adjacent to the Harbour. Gifford Farm could be used for dramatically set housing with strong views in all directions.

PORT INDUSTRY

Significant public and private sector investments in an active port. Substantial federal expenditures have been made for infrastructure at the east wharf, including construction of a mooring dolphin and on-going harbour dredging to maintain adequate depth for seaway size vessels. More recently, major private industry capital investments have been made and are proposed in the future for the east side of the Harbour. Although coal is no longer stored in the Harbour, the petroleum tank farms on the west wharf are still actively used and would require costly decommissioning and relocation to allow non-industrial development on the west side of the Harbour.

Response: Investment in east side facilities would be preserved if the active port role were to be maintained, and would be written off if it were to be closed down. The west side tank farms should be relocated, perhaps to the west side of Farewell Street within the Industrial Park and connected by pipeline to the east liquids berth.

More lands are currently dedicated to Port uses than are likely required. Most of the west side wharfage is essentially obsolete. The west channel wharf is used for fuel off-loading to the west side tank farms, and "overflow" steel loading. However, the west and south inner harbour wharves have not been used for cargo purposes since the early

1980s. Demand analysis and the O.H.D.P. indicate no need to preserve this area for cargo uses. East of Montgomery Creek, the OHC owns and/or administers some 48 ha of lands currently or potentially used for Port purposes. Our analysis indicates that industrial use of the Gifford Hill lands (22 ha) is not warranted. East side lands are also being "created" through on-shore disposal of harbour dredgeate.

Response: As proposed in the O.H.D.P., and given relocation of east side tankage, the west side lands should be released for non-industrial uses. Similarly, the Gifford Hill lands also should be dedicated to purposes other than port-oriented industrial. The remaining 26 hectares of east side lands would allow room for market driven expansion of the Port, and would preserve the potential to create another inner harbour Seaway berth as well as an outer berth, exposed to Lake Ontario.

Chieftain Cement facilities are poorly sited from port design and aesthetic perspectives. The cement domes are located roughly 20m from the water's edge, and occupy over 100m of potential wharf face if east side berthage is extended southward. This location constrains efficient utilization of any such new berthage.

The domes' size, location, current use and loading technology also introduce problems of aesthetic impact and conflict with non-industrial uses of the Harbour area. Noise and possible dust problems of the Chieftain Cement operation could threaten the use and enjoyment of the Harbour as well as the marketability of Harbour area lands for non-port uses. Relocating the domes would incur costs on the order of \$1-2 million.

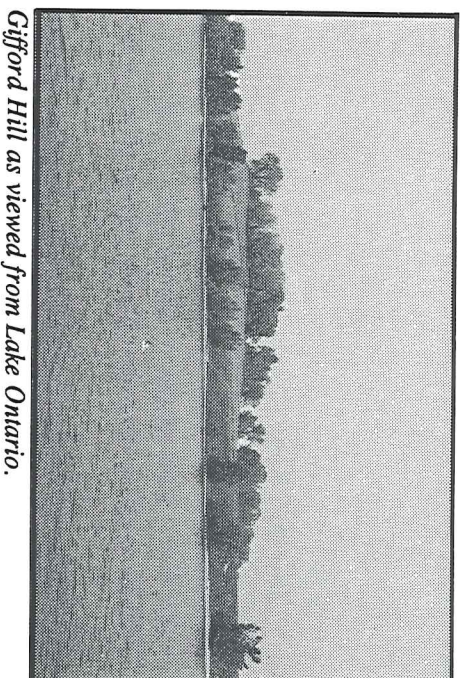
Response: If the noise and any significant dust problems cannot be resolved, the cement use should be considered for relocation. The aesthetic impacts of the domes' presence and scale should be resolved by relocating the facility only if the objectives met would be valued at or higher than the cost of doing so. Otherwise they should be accepted as part of a working harbour if the port function is to continue.

Oshawa Harbour Study

GIFFORD HILL

Important heritage resource.

Gifford Hill was home to the first settlers in Oshawa, providing a prominent lookout over Lake Ontario and adjacent marshlands. The Hill embedded a pioneer cemetery until tombstones were moved in the 1970's to Bonnie Brae Point. The Oshawa Historical Society questions whether all burial plots were indeed removed from the site.



Gifford Hill as viewed from Lake Ontario.

Response: Gifford Hill should be recognized as an important heritage resource within the City. To the extent possible, the original pioneer cemetery site should be preserved as a memorial, perhaps surrounded by passive open space, and promoted as a unique attraction along a future waterfront trail system.

Drumlin poses grading and servicing constraints to development and is an important landscape feature. The drumlin rises over 19m above surrounding lands. Grades are steepest on the southwestern face (20% slope). The Hill provides an interesting vantage point in addition to being a major view-defining element within the study area. The Hill also provides an important upland area for migratory birds dependent on the Second Marsh. Development on the drumlin would require an internal pumping station or extra deep sewers, as well as sensitive land use planning and design to respect grade constraints, to control stormwater runoff and to provide protection for the Second Marsh ecosystem. The 1984 O.H.D.P. recommended grading of the Hill for port industry

expansion and use of excess materials (650,000 cu.m.) for harbour improvements, including extensive off-shore works.

Response: To the extent possible, the drumlin should be preserved for its inherent natural value, including its role as a physical barrier between the Harbour and Second Marsh. While the Hill provides excellent potential for development from an urban design perspective, it is also a valuable open space and heritage resource. The Gifford Hill offers long term potential for sensitive development which could benefit from the unique surrounding amenities and scenic vistas while preserving the feature's values.

BUSINESS PARK

Need to expand and diversify Oshawa's employment base to enhance City's focal role in Region. Commuting problems into Metro continue to worsen and many residents desire to work closer to home. Yet there is a limited availability of vacant serviced industrial land in the City and Region to accommodate increased office and industrial growth. There are provisions for industrial growth, including the Northwood Industrial Park north of Oshawa Airport and other areas proposed in the new Durham Region Official Plan; however, many of these areas are long term prospects relying to an important degree on the construction of Highway 407.

Response: The Harbour area provides an excellent opportunity to facilitate increased office and prestige industrial growth through provisions for a business park or corporate office campus. The area offers enticing amenities: views; dramatic topography; strong accessibility to Hwy.401, GO Transit and downtown Oshawa; and access to a large skilled labour pool. Office park development in the Harbour area would complement the prestige industrial office development planned for the former General Motors Business Park east of the marsh. Appropriate uses could include: corporate office headquarters offices (e.g. financial, high-tech, automotive-related, real estate, insurance, etc.); prestige

industry (e.g. research and development) and new/expanding companies seeking high profile quality office space. A limited amount of service and other commercial uses supporting and integrated within a corporate office campus would also be appropriate (e.g. business/professional offices, financial institutions and banks, personal service uses, eating establishments and ancillary commercial uses).

COMMERCIAL

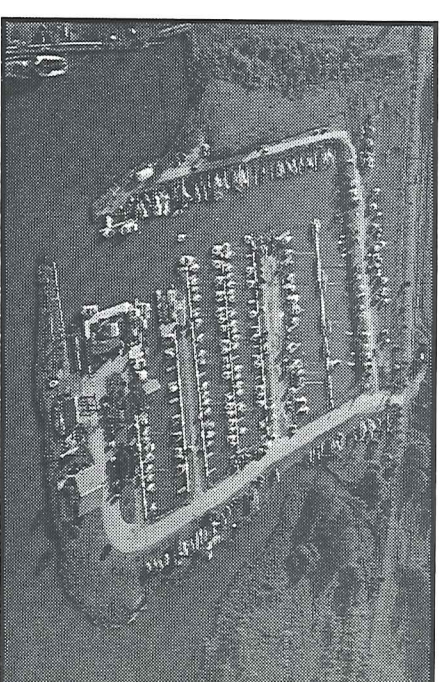
Commercial uses are needed in the Harbour to provide animation, variety of experience and support for other Harbour uses being contemplated. Uses must be strategically sited, tenanted and sized.

Response: Because there is no large captive market in the immediate vicinity, commercial uses should be destination-oriented: convenience commercial uses must be limited to only those required to support local resident and employment bases. Specialty commercial uses also should be considered, given that there is only a limited provision of such uses in Durham and that they could enhance the Harbour as a major shopping and tourist attraction. Commercial facilities could be carefully integrated with marina/boating commercial uses, tourist information centres and parkland to create a multifunctional "destination centre" of unique attraction, massing and assembly. Uses could include: tourist accommodation; specialty shops (e.g. clothing boutiques, arts and crafts, hobby stores, book stores, tobacco shops, florists, specialty wine stores, children's clothing boutiques, bakeries, delicatessens, fishing/tackle shops); patio restaurants, pubs and nightclubs; convenience retail and personal services. These uses would most appropriately be developed in a park-like atmosphere, oriented to maximize views, use, exposure and accessibility.

MARINA

Port Oshawa is too small and unkempt to be economic. Supported by a small yacht club facility and hardstand area, the existing marina provides 240 boat slips and a public launch ramp. Typically, economically viable marinas provide 400-600 slips and attractive yacht club facilities, and are supported by large hardstand areas, commercial and other uses related or complimentary to a marina. A major facility is being contemplated further west in the City's Lakefront West Park; however, this location may require considerable excavation costs. (A feasibility study by the City has yet to be undertaken to assess market potential, construction details and funding opportunities for that marina facility.) Currently, the lakeshore across Durham Region provides little appeal for the recreational boater compared with Metro Toronto and locations further west (e.g. Oakville) and east (e.g. Port Hope).

Response: There is presently a need to upgrade the existing Port Oshawa Marina. Ultimately, this marina should provide at least 400 boat slips. To the extent possible, docking rates should remain competitive with other marina facilities to the west. Commercial facilities related to or complementing the marina should also be provided (including hardstand areas, transient and tour boat moorage, specialty shops, etc.) to strengthen its attraction. Developing a major marina facility here should be a priority for the City in order to stimulate and support other uses contemplated for the Harbour area. The marina should provide a strong statement within the Harbour, both in terms of form



Port Oshawa Marina.

Oshawa Harbour Study

and function. This not only would promote development of Oshawa Harbour as an important tourist attraction, but also would add interest along the waterfront for boaters.

Given that the new Durham Region Official Plan contemplates a near-tripling of the City's population to 340,000 persons, both the Port Oshawa and Lakefront West Park marina locations should be viable in the long term. A detailed feasibility study should be undertaken for the Lakefront West Park proposed marina in order to assess additional market potential, design and funding opportunities.

SERVICING

The east side of the Harbour requires a new sanitary pumping station north of Harbour Road, immediately east of Montgomery Creek. Sanitary flows must be pumped along the east side of Montgomery Creek to existing trunk sewers that extend east and north to the Harmony Creek Water Pollution Control Plant.

Response: Extra deep sewers along Harbour Road to the proposed Montgomery Creek pumping station would eliminate the need for an internal pumping station to service the Gifford Farm and the marina.

Pumping station on Simcoe Street South is required to service the lands west of the harbour. The existing gravity sewers and forcemain on Harbour Road would be extended to the new pumping station. In addition, new gravity sewers from the south limit of Harbour Road would be extended north to the new pumping station. From the new pumping station flows will be pumped northward to the existing trunk sewer system on Harbour Road. The existing Simcoe Street pumping station south of Harbour Road would require decommissioning.

Response: A new pumping station on Simcoe Street South will allow for maximum utilization of existing sewers on Harbour Road to provide servicing to the lands west of the harbour.

Water quality abatement facility will be required on the east side of the Harbour prior to discharging stormwater flows to receiving water.

Response: Stormwater management of development on the Gifford Farm must minimize runoff to the Second Marsh. Discharge could be collected in a retention pond prior to outletting to the receiving water. No water quantity controls are required for development within the Harbour area.

Existing storm sewers along Simcoe Street currently discharge directly to Oshawa Creek and the Harbour with no water quality abatement facilities.

Response: The existing Simcoe Street storm sewers could be used as a storm drainage outlet for the west side of the Harbour. Storm sewer outlets could be retrofitted to provide some water quality benefits. The appropriateness of a sediment pond near the mouth of Oshawa Creek and water quality control measures along the creek course should be examined as part of City's ongoing Oshawa Creek Master Drainage Plan Study.

The Harbour area will require municipal water.

Response: Durham Region indicates that adequate water supply and pressures are available to service future development within the Harbour area. Connections to existing water mains along Simcoe Street, Harbour Road and Farewell Street can provide development with water.

MARKETING

An operating industrial port could affect the success of marketing the Gifford Farm for such uses as housing and corporate offices. Short term marketing competition with the General Motors Business Park could develop if the Gifford Farm is contemplated for similar development.

Response: If port industry is to continue in Oshawa Harbour and if higher order uses are contemplated for the Gifford Farm (e.g. residential or corporate office uses), the marketing of such uses adjacent to the marsh could be very difficult. Provision of a small landscaped buffer between port industry and the Gifford Hill could serve as a functional and psychological barrier, thereby improving the marketability of non-industrial uses on the Gifford Farm; however, these lands would still be at a competitive disadvantage compared with the General Motors Business Park.

PHASING

Development within the Harbour area would generally proceed from north to south with the logical and sequential extension of services.

Response: From a servicing perspective, the development of the east and west sides of the Harbour can proceed independently. Installation of a sanitary pumping station at Montgomery Creek, and storm drainage infrastructure are pre-requisites to development of the east side of the Harbour.

C. COMMUNITY WELL-BEING

LAND USE COMPATIBILITY

Tank farms on the west wharf are a major impediment to redevelopment for non-industrial uses. Simcoe Street separates the tank farms of the old industrial port (east) from Lakeview Park, single family homes and an institutional use (west). Existing port industry on the west side of the Harbour is functionally incompatible with the uses west of Simcoe Street South because of industrial related traffic and aesthetics.

Response: The west wharf is not considered viable in the long term for port industry as stated by the OHC through the 1984 O.H.D.P. To act as a catalyst for redevelopment for non-industrial uses on the west wharf, the existing tank farms there should be phased out or relocated and replaced by uses more compatible with the parkland and housing on the west side of Simcoe Street South. To achieve this, there must be some significant incentive to the users and/or OHC for "phasing out" or



Land Use incompatibilities on the west side of Oshawa Harbour.

Oshawa Harbour Study

relocation. Incentives could include higher order land use designations on the Petrocor and OLCO sites or the provision of land or new facilities at an alternate location (e.g. Farewell Industrial Park).

Abandoned waste disposal site may pose methane gas and leachate migration problems for surrounding land uses. The City's Public Works Department recently prepared a report concerning buffer requirements for a disposal site in northeast Oshawa (at Rossland Road and Grandview Avenue) similar in historical waste content to the abandoned site in Oshawa Harbour. The report, which subsequently was adopted by Council, recommended establishing a 100 metre buffer zone for that site within which no residential or commercial uses could be developed.

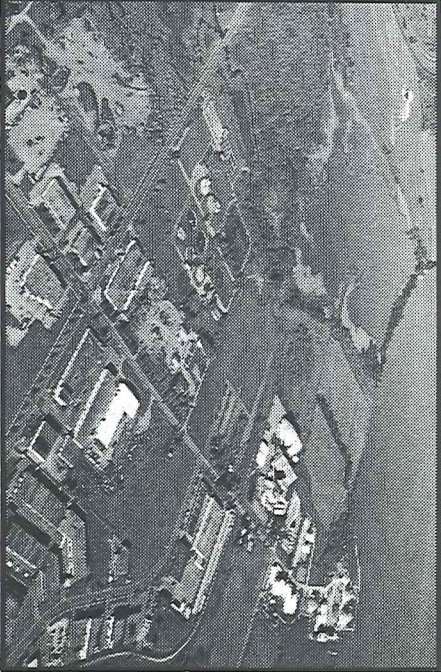
Response: While it is not certain at this time how similar the northeast and Oshawa Harbour sites are in terms of the nature and extent of hazardous waste content, the City's decision on the former site suggests a similar buffer requirement may be necessary for the Harbour site. However, methane gas and leachate migration studies are necessary to determine the need for and possible extent of the buffer zone. Specifically, a monitoring program for the abandoned site and vicinity must be conducted to fully appreciate the environmental (and hence land use) implications in this part of the Harbour. Provision of passive open spaces, perhaps in addition to setback/buffer zone requirements, between the disposal site and any adjacent residential and commercial development could help mitigate potential health, safety and environmental hazards posed by the site.

Conflicts between recreational boating in the Harbour and industrial port-related navigation must also be considered.

Response: Re-orientation of port industry exclusively to the east wharfs would minimize ship turning area requirements and allow the north and west portions of the Harbour to be used for recreational boating.

Farewell Industrial Park could pose functional and aesthetic conflicts with future uses south of Harbour Road.

Response: Special attention must be paid to planned land uses and design controls along both sides of Harbour Road to ensure compatibility from functional and aesthetic perspectives.



Land Use incompatibilities on the west side of Oshawa Harbour.

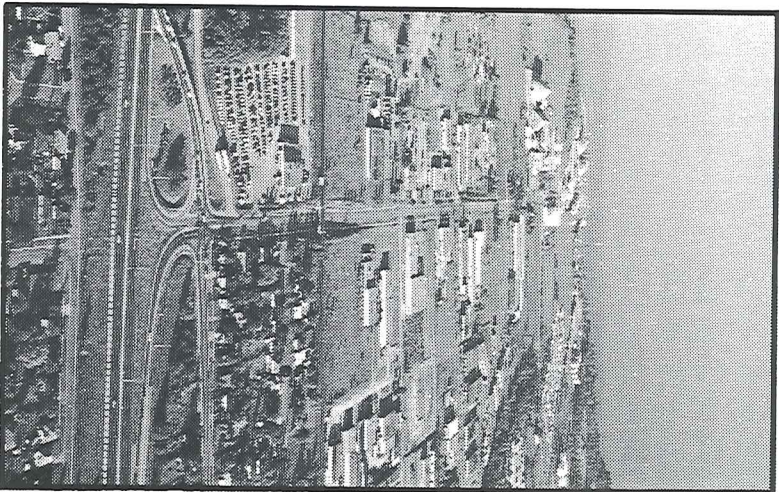
Development of Gifford Farm would pose implications for the Second Marsh ecosystem.

Response: A wide appropriately landscaped buffer adjacent to Second Marsh and sensitive land uses, design and development would minimize negative impacts on the marsh resulting from future Harbour development. The amount of setback of development from the marsh should be determined through a more detailed environmental study. Such study should involve: field observations; consideration of the design details and specific nature of development on the Gifford Farm and of nature/visitor facilities for the Second Marsh; and consultation with the Second Marsh Steering Committee, affected landowners and the general public.

ACCESSIBILITY

Simcoe Street South provides residential access to the Harbour. Farewell Street serves as industrial access. Simcoe Street moves vehicles through low density residential and industrial areas. Farewell Street extends through the Farewell Industrial Park to the northeast part of the Harbour.

Response: Simcoe Street South could serve as the primary access to the Harbour for residents, and this could be re-inforced through encouraging residential uses along this route while de-emphasizing the industrial functions. Farewell Street is and could continue as the primary access route for industrial traffic to/from the Harbour.



Farewell Street access to Oshawa Harbour through Farewell Industrial Park.

Congestion problems at Harmony Road interchange with Highway 401 are becoming increasingly critical. Interchange and access improvements are being proposed by The Ministry of Transportation, Durham Region and the City. Improvements are intended to facilitate northbound movements onto Harmony Road for eastbound and westbound traffic along Hwy. 401. The Bloor Street flyover across Hwy. 401 would remain in place and the Farewell Street on/off ramps would be closed. A new interchange would be created east of Harmony Road, connecting Bloor and Wentworth Streets, and would provide direct highway access to and from the planned General Motors Business Park. These improvements would have some impact on the level of accessibility for existing and future industry (including port-related uses) in southeast Oshawa, as well as on the marketability of industrial lands west of Second Marsh.

Response: Future improvements to Hwy. 401, particularly the proposed new interchange east of Harmony Road, could extend travel time to the Harbour somewhat, but also could strengthen the market positioning of the General Motors Business Park and the Gifford Farm for prestige industrial campus development surrounding the Second Marsh.



Simcoe Street access to Oshawa Harbour.

Oshawa Harbour Study

Efficient public transit is required to and through the Harbour to support future development therein. Appropriate connections must be provided to GO Transit, Lakeview Park, downtown Oshawa and other parts of the City.

Response: Efficient public transit within and to the Harbour would enhance accessibility for residents, employees and visitors.

Feasibility of a waterfront commuter service to Toronto is being contemplated on behalf of the Province for Oshawa Harbour, among other locations across Lake Ontario. As a private sector venture, such a facility may not be viable in the Harbour due to limited population (ie. potential commuter market) in the immediate vicinity, north-south accessibility problems through the City, and potential competition with the GO Train commuter market.

Response: A waterborne commuter ferry could help alleviate road congestion problems between downtown Toronto and Durham Region and could also animate the waterfront/Harbour within Oshawa. The opportunity for such a service, including sufficient commuter parking provisions, should be considered until such time as it is deemed non-feasible or inappropriate.

Direct waterfront access within the Harbour should be provided for pedestrians and cyclists through designated trails and greenways. Port industry would pose a safety issue for a waterfront trail on east side of the Harbour.

Response: Waterfront trail(s) through the Harbour should be provided to enhance harbour use and enjoyment, and to provide eastward and westward connections to the Lake Ontario waterfront throughout the GTA. Waterfront trail(s) should directly access Lake Ontario, except in areas which may be environmentally sensitive (ie. Second Marsh barrier beach) or which pose safety issues (ie. active port industrial area). Greenways should also be encouraged, (e.g. along Oshawa and Montgomery Creeks), to facilitate accessibility to and from the Harbour for the City's residents and visitors.

CULTURE

Harbour area has high heritage potential. The Harbour area functioned as a French settlers fur trading post in the 1700's. After the Fall of Quebec, the area was occupied by Loyalists and served as home to Oshawa's first English settlers, many of which were buried in the pioneer cemetery site formerly situated on the Gifford Farm promontory. Native (Iroquoian) Indians may have inhabited the area prior to the early French settlers. A full archaeological survey assessment and mitigation strategy will be required by the Ministry of Culture and Communications for the entire southeast Oshawa area prior to any change in use.

Response: Harbour uses should complement the historic complex existing at the south end of Simcoe Street. The former pioneer cemetery site should be preserved as a memorial. Other cultural facilities to promote the Harbour as a diverse and dynamic waterfront focus could include: a cultural interpretation centre, community/cultural pavilions, arts and crafts, open-air market and gathering places (e.g. civic plaza, amphitheatre).

RECREATION/LEISURE

Existing land use incompatibilities impair otherwise strong recreational/leisure opportunities. Given its waterfront setting and situation between Lakeview Park and the Second Marsh, the Harbour area boasts excellent opportunities for water-related and/or water-dependent recreational and leisure opportunities. Some of these potentials include: greenways for pedestrians, cyclists and cross-country skiers; picnicking; barbecuing; waterpark activities; recreational, education and tour boating, etc. However, the ability to realize these potentials is impeded by certain active port industry in the Harbour. The tank farms on the west wharf present a major obstacle (visual and functional) not only to the use and enjoyment of Lakeview Park and the homes immediately north, but also to the opportunities to redevelop the west wharf for a variety of attractive recreational facilities. Aesthetic, dust and noise problems created by active port industry on the east

5.0 Issues

wharf pose a serious and similar impediment to the recreational use and enjoyment of the Harbour. Further, the high degree of sensitivity of the Second Marsh ecosystem restricts the range of recreational and leisure activities which can be provided in the eastern portion of the Harbour area.

Response: The west wharf provides one strong opportunity to enhance the recreational role of the City's waterfront given that these lands are adjacent to Lakeview Park and are situated with the floodplain (thus limiting higher order land uses). Existing land use incompatibilities within the Harbour area must be removed, phased out or minimized if the area is to realize its ultimate recreational and leisure potentials. This process should begin with controlling the cement operations as well as with decommissioning and removing/relocating the tank farms on the west wharf.

Need to provide connecting links. Durham Region, in its proposed new Official Plan, has endorsed the Crombie Commission concept of a continuous Waterfront Trail connecting Burlington to Bowmanville. A fundamental principle of this trail is to provide direct public access to the Lake Ontario shoreline. Because of several privately held parcels on the west side of Oshawa Harbour, safety issues related to active port industry operations (particularly on the east wharf), and the sensitivity of the Second Marsh barrier beach, the Waterfront Trail may not be able to provide such continuous direct public access.

Response: The Waterfront Trail concept provides an excellent opportunity not only for recreation and leisure in and of itself, but also to provide a valuable link between different land uses within and adjacent to the Harbour. To the extent possible, this trail should provide direct public waterfront access, should be designed to ensure user safety (e.g. through pedestrian/cyclist corridor separations), and should provide alternative routes to enhance the "trail experience".

Consideration also should be given to integrating the General Motors Wildlife Reserve, Darlington Provincial Park and Second Marsh with trails and interpretation facilities, and to promoting the entire area as a recreational/leisure/tourism attraction of City-wide, Provincial and perhaps national significance.

Need to provide a public boat launch to ensure that the Harbour does not become exclusive to seasonal marina users and that day-use and visiting boaters can be accommodated.

Response: Development plans for the Harbour must ensure provision for a public boat launch with adequate support parking and launch access.

URBAN DESIGN

Strategic viewpoints within and near the Harbour are impeded by unaesthetic land uses. The best views are afforded by the bluffs west of Lakeview Park, Lakeview Park Beach, Oshawa Pier, Gifford Hill and the drive south on Simcoe Street toward the Harbour. However, existing uses such as the tank farms, cement domes, as well as the former Lantic Sugar refinery and open storage industrial areas north of Harbour Road detract from the aesthetic potential of the Harbour.

Response: The topography of Gifford Hill should be respected and any future development on the Gifford Farm should be designed to maximize vistas of the Harbour, Lake Ontario and Second Marsh. Harbour Road should be developed as a scenic drive, ideally linked to Valley Drive via Simcoe Street, and future development along this route should be strictly controlled for urban design and land use compatibility. The existing tank farms on the west wharf should be decommissioned and/or relocated at some future date. The former Lantic Sugar facilities could be retained provided, they are surrounded by attractive landscaping and retrofitted for uses compatible with any uses contemplated to the south and for the Second Marsh area.

Oshawa Harbour Study

Need to establish a clean, identifiable image for the Harbour as well as to create a sense of arrival.

Response: Landmark building(s) (e.g. on the slopes of Gifford Hill) should be provided as points of reference for boaters and other Harbour users. Such features also should provide strong statements about the City and Harbour roles (e.g. through a Centre of Excellence or major corporate head office similar to the General Motors headquarters). Landscaped gateway entrances could be provided at strategic locations along Simcoe Street and/or Harbour Road to welcome visitors and create a sense of arrival. Gateway facilities could include a tourist information centre, trail mapping, parkettes and parking, and could also provide information on tour boats, boat rentals, boating schools, etc.

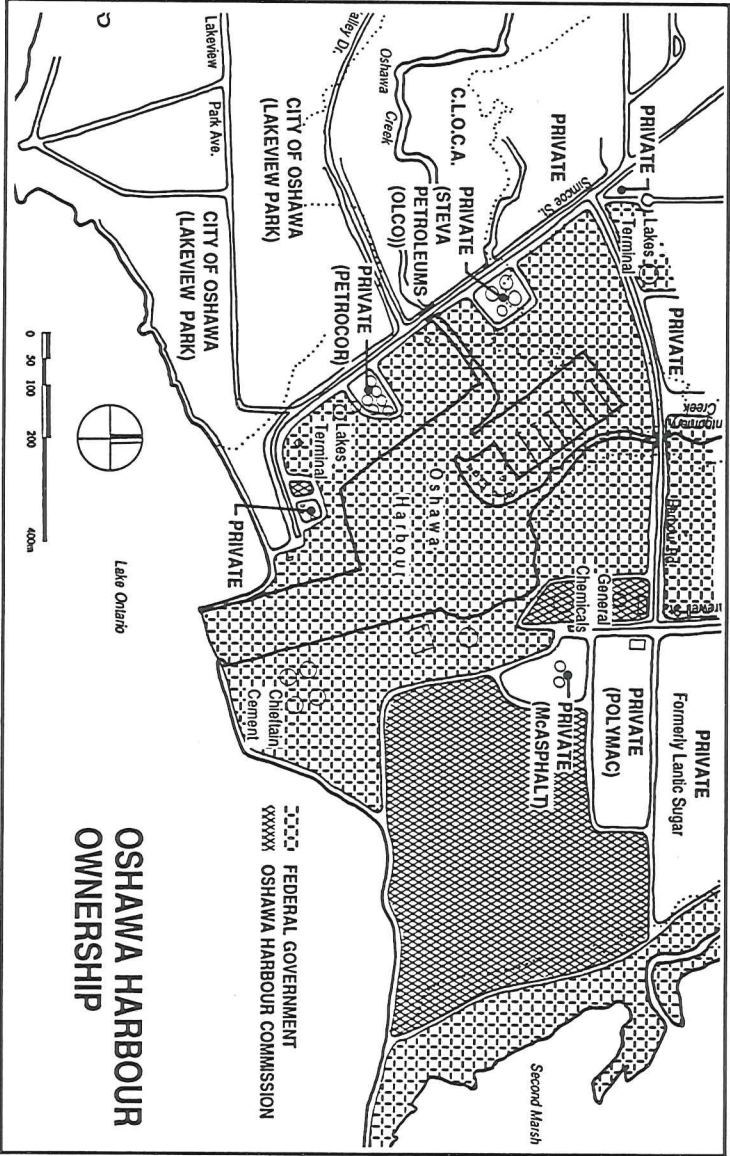
Year round activities should be provided. To maximize the use and enjoyment of the Harbour for recreation and leisure, as well as to support any commercial or cultural facilities which may be provided here. Land use planning and development design must contemplate community needs beyond those of the warm weather months.

Response: Winter activities such as skating and cross-country skiing should be contemplated in the land use and urban design plans for the Harbour area. Urban design considerations must respect the need for protection from the elements through building design, trail layouts, landscaping plans, etc.

D. JURISDICTIONAL ENVIRONMENT

OWNERSHIP AND ADMINISTRATION

Federal government and the OHC own the majority of the Harbour area yet are exempt from municipal land use controls (i.e. zoning by-laws, official plans, site plan controls, etc.). The Federal Government owns the Harbour waters and the vast majority of lands surrounding the Port, with the exception of a few privately held parcels on the west wharf (i.e. OLCO and Petrocor sites), at the foot of Simcoe Street South and the



Polymac site. The OHC, a Crown Corporation (and thus sharing the Federal exemptions), administers the federal lands and also owns outright much of the lands in the eastern portion of the Harbour area, including the Gifford Farm. These lands were acquired by OHC to accommodate potential expansion to the industrial and port-related functions of the Harbour.

Response: The existing and future opportunity for jurisdiction by the City over development within the Harbour area are matters which require further investigation and legal input, and are beyond the scope of this Study.

Meaning of "non-harbour" uses pursuant to deed transfers and the ability to implement future change within the Harbour are not clear. Portions of the federally owned Harbour lands and the Second Marsh were decided by the City to the Crown in the 1960's as a condition of establishing the (OHC) Commission. The deeded lands are caveated to allow the lands to revert back to the City should they no longer be required for harbour purposes by OHC. What may be considered a "harbour purpose" is not defined in the deed transfers, nor do the deeds specify at what price lands would be transferred back to the City (or other party/ies).

Response: Future land use and related ownership (and jurisdictional) issues could jeopardize the integrity of any development options pursued by City Council. This could be compounded by mandatory requirements for Environmental Assessments as a precondition for changes in the ownership and use of the OHC - administered lands. Until recently, development activity on Crown land was considered exempt from such Assessments. Recent court decisions, however, conclude that the Environmental Assessment Review Process is binding on all agencies and levels of government and could be triggered by any initiative, undertaking or activity for which the Federal or Provincial government has decision-making authority. As noted above, these are matters beyond the scope of this study and must be further investigated with legal input.

ACCOUNTABILITY

No mechanism in place to coordinate conflicting interests and jurisdictional obligations relating to future role and function of Oshawa Harbour. The OHC has been directing Harbour development over the past three decades with a view almost exclusively to expanding the industrial function of Port Oshawa. With the exceptions of the (public) Port Oshawa Marina and the Oshawa Pier, this has led to an exclusion of the City's residents and visitors from accessing the Harbour area. Specifically, administration of the Harbour by OHC has resulted in "dis-integrated" development, and inadequate consideration of environmental and social objectives for the Harbour. Recent development decisions within the Harbour and ongoing work being conducted by the Royal Commission on the Future of the Toronto Waterfront, have made it overly apparent that the Harbour area can no longer continue to be managed by a single entity. Accountability to and for all stakeholders, including the public, is imperative.

Response: Formulation of a Waterfront Partnership Agreement should be pursued to define and achieve consensus on the interests, responsibilities and objectives of all stakeholders in Oshawa Harbour, as well as to develop an implementation strategy and management structure to ensure future development in the area is appropriate, balanced and attractive.

Four alternative land use concept plans have been formulated for Oshawa Harbour, in consideration of the principles and objectives, market and economic assessments, and the resource and character potentials of the area. The first three concepts are non-industrial, as required by the Terms of Reference for this Study. Each of the non-industrial options assumes that the port operation is discontinued and that the need for protected berthage for ships is replaced elsewhere in the Region. Unless this capacity is created in another harbour which will also accept the industries directly tied to the Oshawa Harbour, these alternatives cannot proceed. These non-industrial concepts are based on the following "themes":

- Residential
- Commercial
- Cultural/Recreational

The fourth alternative recognizes the need for and economic viability of the existing Port Oshawa for industrial uses for the foreseeable future, and envisages a Mixed Use Concept for development of the Study Area. Specifically, the Mixed Use Concept flows directly from a critical analysis of the 1984 Oshawa Harbour Development Plan and is premised on the continued operation of port industrial uses with a need to maintain the capacity for three berths for ships (and the protection of an option to expand to four berths should the need arise in the longer term).

The four options each have several common features, including:

- a continuous trail system along the waterfront
- land uses and road patterns intended to minimize grading and other impacts to the Gifford Hill
- recognition of the former cemetery site on the brow of the Gifford Hill

- marina upgrades and expansion
- no significant structures within the floodplain
- a mixture of active uses to complement the passive uses along the balance of the waterfront
- buffers from the Second Marsh.

Oshawa Harbour Study

Residential Concept

This concept envisions the Harbour area as the centrepiece of a new residential neighbourhood. The residential uses would capitalize on the views over the Harbour, Lake Ontario and Second Marsh, as well as use the topography of the site to best advantage. The proximity of the major park facilities in Lakeview Park, the proposed waterfront and Oshawa Creek trails, the marina complex and proposed Second Marsh interpretive facilities would make this area very desirable for new housing.

The general character of this concept is one of a hillside community, with buildings and roads undulating around the central Harbour, and upper area houses overlooking those below. The flatter zone along the eastern Harbour would contain more compact building forms which afford dramatic street-end views. The western Harbour would be largely devoted to an extension of park and active recreational uses as well as marina activities. Extensive harbour-side boardwalks could merge with trails along re-naturalized corridors to provide a varied walking and cycling network through the neighbourhood. At the Harbour mouth, a congregation of community buildings and associated retail/restaurant uses would extend the existing heritage complex in a village-like manner.

Within the Oshawa Harbour area, new residential development could occur in three sub-areas or enclaves. The first is a 3.0 hectare (7.4 ac.) site at the southeast corner of Simcoe Street South and Harbour Road. This site, being above the floodline, could accommodate a medium/high density residential development complementary to the Harbour and adjacent parkland.

The second enclave is defined by the hill on the former Gifford Farm. Here, the roads would follow the topography to create building lots which step up the hill at low densities. The area is approximately 15 hectares (37.1 ac.) including roads.

The third enclave is 11 hectares (27.2 ac.) comprised of the relatively flat land along the eastern harbour-side. Townhouse or rowhouse development potentially could be built here,

provided that the base grade is raised above the floodproofing level. A portion of these housing units would face the Harbour edge directly, perhaps even having individual boat slips associated with each unit.

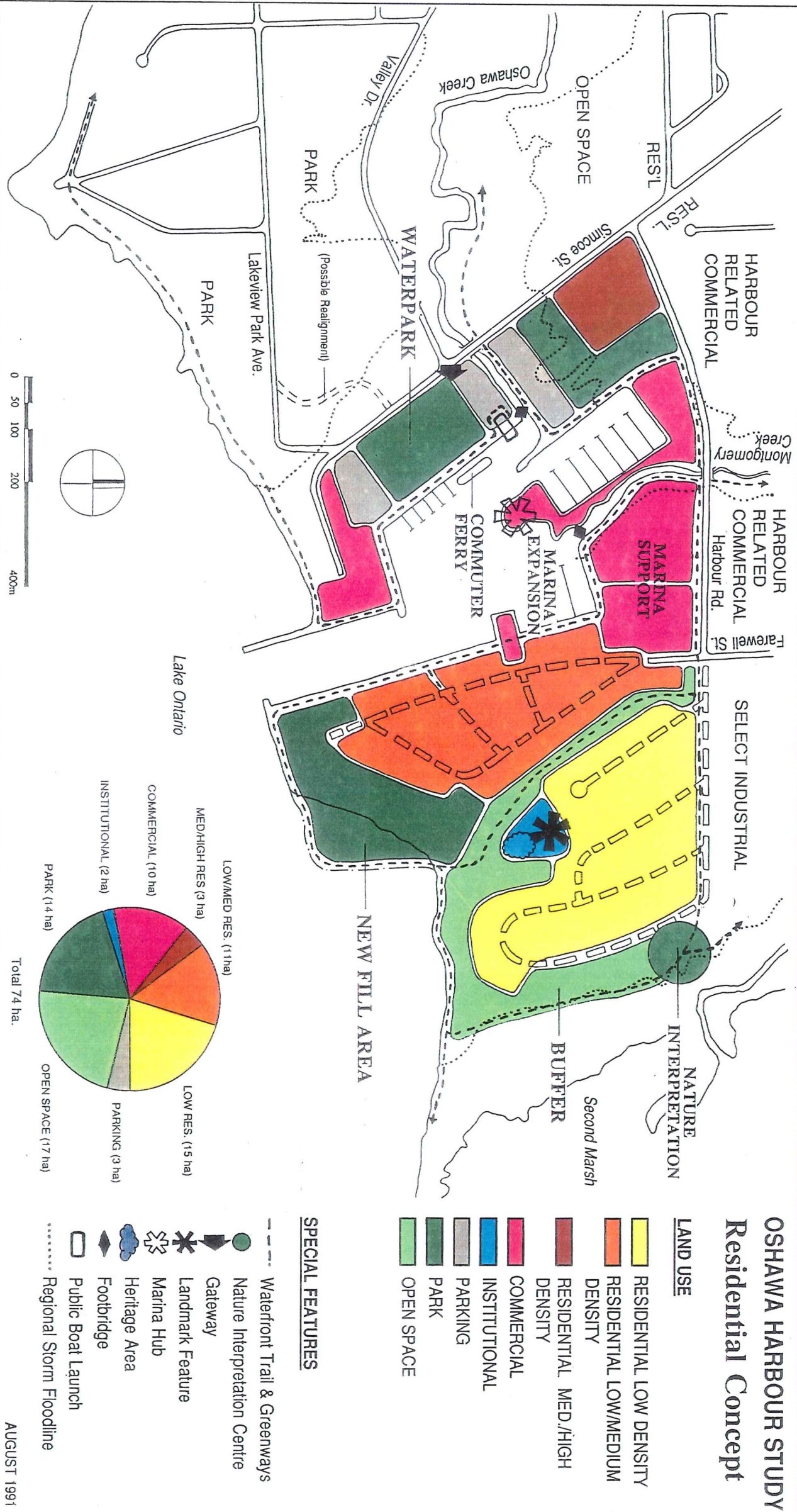
Extensive park and marina functions are also envisioned for this alternative. An approximate doubling of marina capacity is accommodated by providing new fingers extending from the west and east wharfs. This would be supported by land-based marina activities on the 5.5 hectare (13.6 ac.) parcel east of Montgomery Creek. Marine and convenience commercial functions would be combined with parking and hardstand areas, and the existing marina hub would be expanded and linked to the new area by a small bridge over Montgomery Creek. The natural banks of the creek could be used as a recreational amenity by marina patrons and visitors.

In the western Harbour area, unless C.I.O.C.A. relaxes the normal criteria, flooding constraints would limit building siting and type. Consequently, much of this zone would be devoted to an extension of park and recreational facilities, with an emphasis on active and water-related play activities. These uses could include a children's waterpark, adventure play, boat rentals, ornamental water gardens and a small craft sailing/windsurfing club. The Residential Concept also presents the opportunity for a commuter ferry terminus on the west wharf in the event that such a service is deemed necessary to alleviate congestion problems on Highway 401. However, this ferry is viewed as potentially viable only in the long term.

This alternative has several implications for the lands north of the Harbour. In the zone north of Harbour Road and Simcoe Street, it would encourage the extension of harbour-related commercial uses, supplanting the existing vacant lands and open storage yards. It also requires consideration for reuse of the former Lantic Sugar site for prestige or select industry to complement the new residential neighbourhood in the Harbour. The Montgomery Creek valley would be incorporated into the local greenway and trail system.

6.0 Options

OSHAWA HARBOUR STUDY Residential Concept



AUGUST 1991

Oshawa Harbour Study

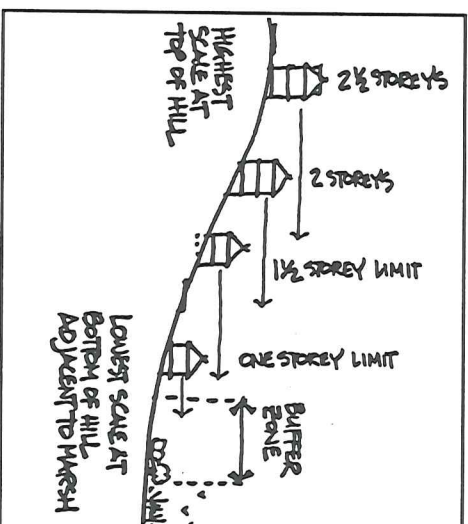
A number of primary design principles have been employed in the physical layout for this alternative:

HOUSING ON GIFFORD FARM

Locate residential uses on the former Gifford Farm site. This site, dominated by a large drumlin, embraces both the Harbour and the Second Marsh. With a rise in height of about 19 metres (62 ft), it affords dramatic views in almost every direction. Residential uses are able to take good advantage of these view opportunities, as well as the other recreational amenities which are close at hand. Housing could extend right down to the harbourside, allowing for a variety of dwelling types to be accommodated. A site such as this is a rare opportunity to create a singular waterfront/hillside residential community.

TERRACE HOUSING DOWN TO MARSH

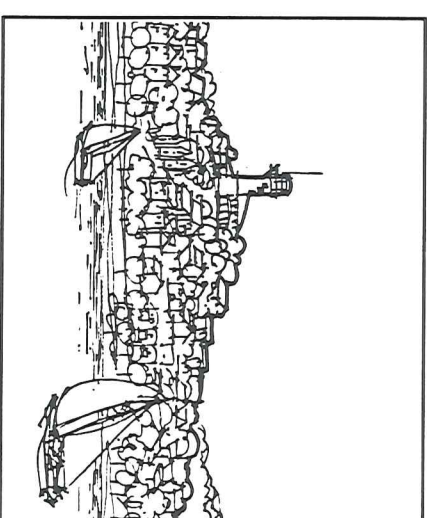
Use the topography of the Gifford Farm Hill to best advantage by providing parallel building sites that step down the hill, following the contours. The internal road system would also follow the contours. Maximum view opportunities could be created by controlling the permissible building envelope as one ascends the hill. The lowest profile, with a one storey limit, would edge the marsh. Across



the road, the limit would be one and a half storeys, etc. until one reached the hilltop, with a limit of two and a half storeys. This would not only permit views over the houses below, it would also exaggerate the "hillside housing" character of the neighbourhood as seen from below.

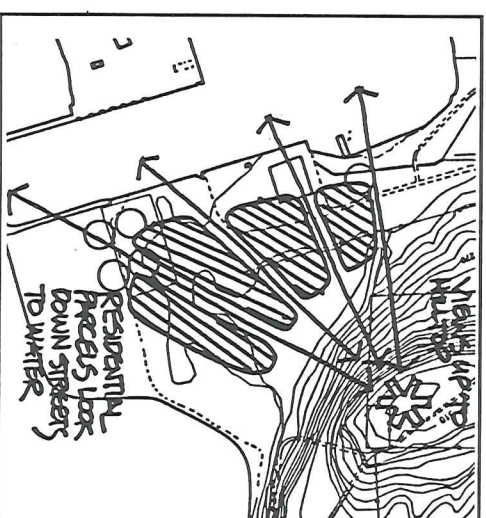
LANDMARK ON HILL

At the crown of the hill, facing Lake Ontario, reserve a site for a landmark type of building. Potential uses include: a church; community hall; public monument; or a viewing tower. The landmark would provide a visual climax for the hillside building forms and create an informal point of reference for navigation into the Harbour by pleasure craft.



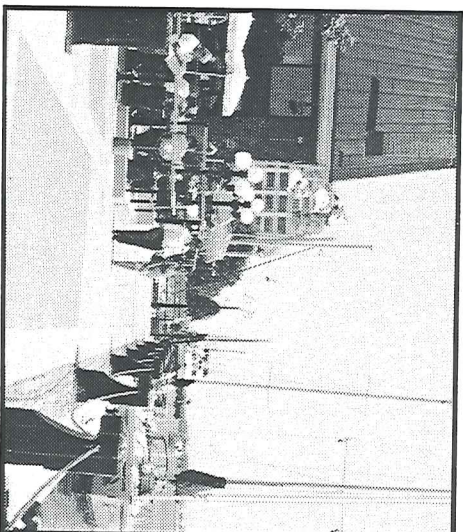
RADIATING VIEWS TO WATER AND HILLTOP

Arrange the street pattern for the harbourside housing enclave in a radiating manner, fanning out towards the Harbour and Lake Ontario using the hilltop landmark as a pivot. This would create good street-end pedestrian access to the waterfront trail and public walkway system.



COMBINE COMMUNITY AND COMMERCIAL CENTRES AT HARBOUR MOUTH

In the southern Harbour area just west of the Harbour mouth, combine community and commercial facilities in a village-like manner. The use of a number of smaller buildings rather than one large complex would facilitate phasing as demand increased. Community facilities could include a meeting hall/multi-purpose hall, seasonal rentals for park and marine equipment, a public sailing club and an information centre. Commercial uses could include restaurants, small retail outlets, seasonal concession outlets, charter and tour boat operators and personal services. The base site elevation in this zone should be raised above minimum flood elevation. A raised pathway should be provided to higher ground.



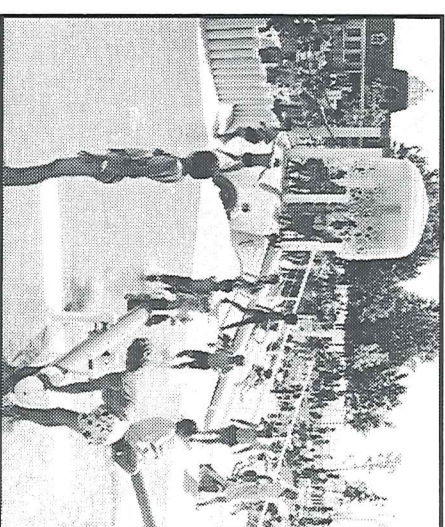
Harbourfront, Toronto.

ACTIVE, WATER-RELATED PARK SPACES

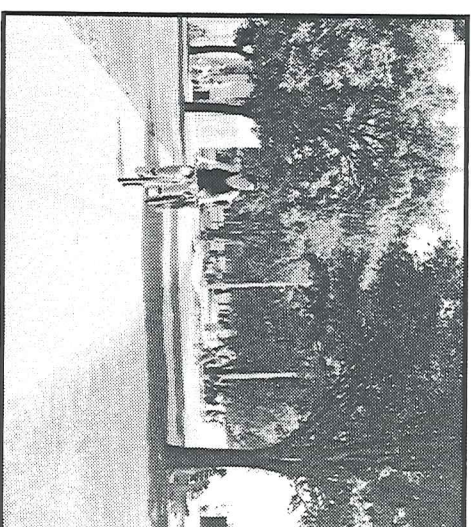
In the western Harbour area, extend the park zone to the harbour's edge with uses that are water-related and generate concentrated activities. Examples are a children's waterpark, small craft rentals, an adventure playground, an ornamental water garden, a skating pond and a sailing/windsurfing club. These would be joined by a harbourside boardwalk or walkway system to provide highlights along the waterfront walk.

ALTERNATE PATHS FOR WATERFRONT TRAIL

Opportunities exist for multiple routes of the waterfront trail around the Harbour or across the Gifford Farm. By creating alternative paths, one can achieve several ends: bicycle and pedestrian routes can be separated on occasion; small loop trails could be created for local return trips; a variety of experience would be offered the traveller for repeated trips; and finally, the pathways could allow local neighbourhood access back to the Harbour.



Kid's play, Ontario Place, Toronto.



Martin Goodman Trail, Toronto.

Oshawa Harbour Study

Commercial Concept

This concept is founded upon redevelopment of the Harbour area primarily for commercially-related purposes, with some residential uses as a minor component. The fundamental land use is a corporate or research office campus around the perimeter of the Second Marsh. This would be an extension of the uses on the east side of the marsh, exemplified by the existing General Motors headquarters building, and would integrate a nature interpretation centre.

Associated with this campus would be a commercial village located in the eastern Harbour, including a prominent hotel/conference facility. Retail and restaurant functions would be distributed among several small buildings adjacent to the hotel, overlooking the Harbour and the lake.

The western Harbour lands would be used for residential, parks and community facilities, as well as a potential commuter ferry terminus.

The general character of this scheme is one of a dramatically-sited hillside research/office campus, with a harbourside village below providing accommodation and restaurants. The village is dominated by a landmark hotel rising behind it, with rooms facing the Harbour and the lake. The eastern side of the Harbour would be primarily oriented to the office or "visitor" trade. The western side would be primarily community-oriented, and the two would be linked across the mouth of the Harbour by either a pedestrian bridge or miniature ferry.

The existing marina would be expanded to the east, in association with the commercial village. Marine commercial, chandlery and marine sales act as a northern anchor to the village area, with the hotel providing the southern anchor. Convenient parking is scattered throughout in a number of small lots adjacent to major facilities. Temporary moorage slips would provide convenient berths for day trippers next to the commercial village.

The corporate office campus would occupy an area of approximately 6.5 hectares (16 ac.). This area could support a group of individual office sites in a low-rise format with associated parking. The implication of the scheme is that this use could extend north of Harbour Road, and thus serve as an extension to and complement the General Motors Business Park.

The commercial village would be sited on an area of approximately 6 hectares (15 ac.), including roads and parking. This is a sizable area, equivalent to about eight city blocks in downtown Oshawa. However, the density of use would of course be much lower, with one and two storey buildings predominating. The exception would be the hotel/conference complex, where a "grand resort" type of scale would be encouraged (i.e., 6 to 8 storeys). The land component of the marina expansion would comprise about 6 hectares (15 ac.), including parking.

On the western side of the Harbour, about 3 hectares (7.4 ac.) would be devoted to residential uses in a low rise apartment format (i.e. 3-4 storeys). A community pavilion and associated facilities are contemplated, occupying an area of about 2 hectares (4.9 ac.) on the southern Harbour edge. The community pavilion could be a large open-plan structure suitable for multi-purpose use, such as weekly markets, community fairs, summer concessions or performances.

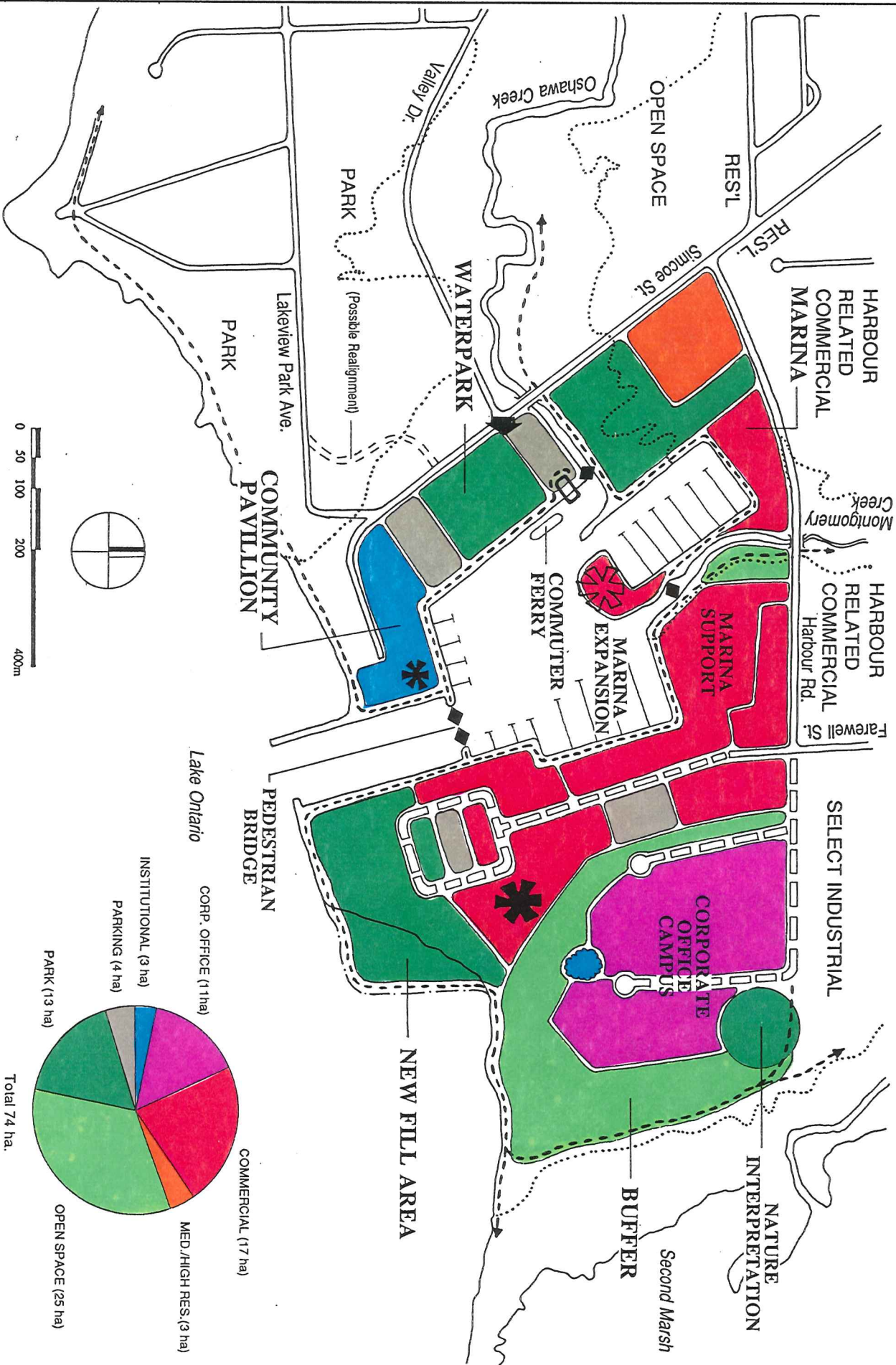
The primary design principles which have been employed in the physical layout for this alternative are:

CORPORATE OFFICE CAMPUS AROUND MARSH

Use the former Gifford Farm site as the western arm of a corporate office campus development which extends around the Second Marsh area. The existing General Motors headquarters and associated development sites would form the eastern arm, and redeveloped sites along Colonel Sam Drive could flank the northern edge. Each arm, as it faced Lake Ontario would be "anchored" by major corporate presence: General Motors

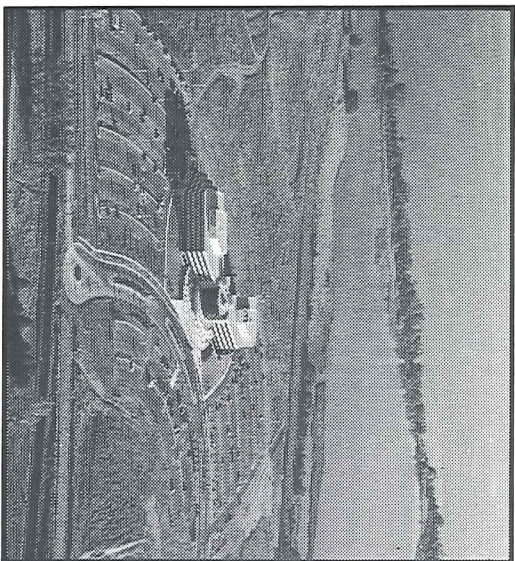
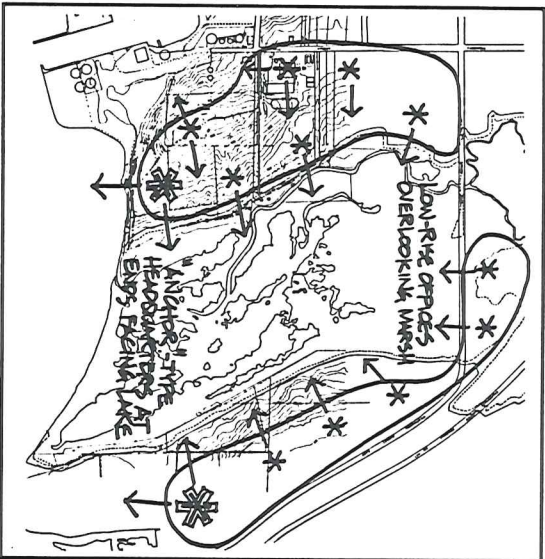
6.0 Options

OSHAWA HARBOUR STUDY Commercial Concept



AUGUST 1991

Oshawa Harbour Study



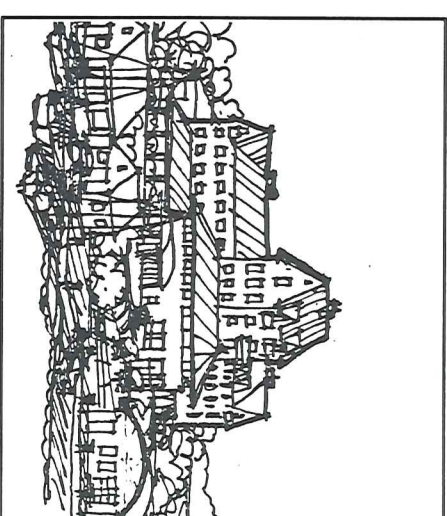
General Motors of Canada, Head Office, Oshawa.

in the east and an equivalent occupant on the crown of the Gifford Farm in the west. Building form should be low rise or terraced, following the hillside contours to capitalize on view potentials. Extensive landscaping within and between sites should be encouraged to extend the drama of the setting. This office campus surrounding the marsh would offer an attractive location for corporate offices as an alternative to downtown Oshawa and other parts of Durham Region.

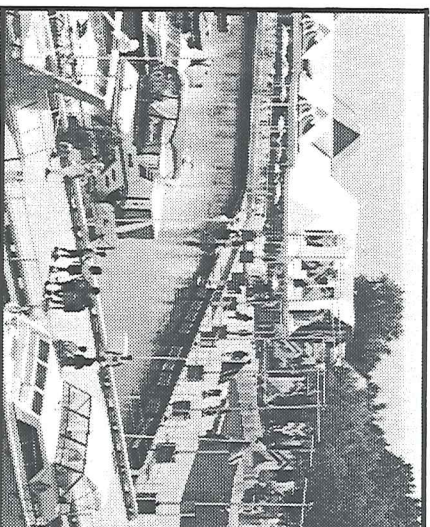
LANDMARK HOTEL AND MEETING CENTRE

Locate a hotel and meeting centre between the Harbour and corporate office zones in a manner that creates a landmark building complex. This complex could provide both a

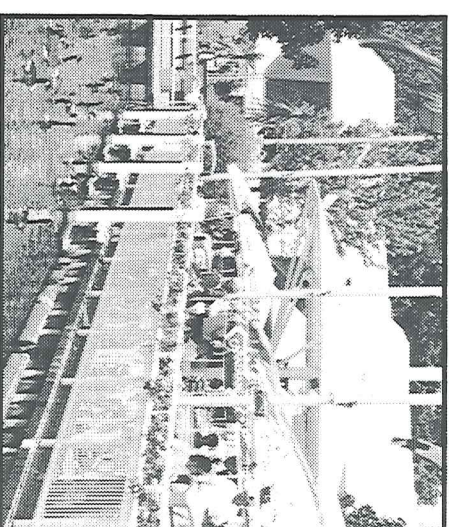
visual and functional point of reference for the surrounding land uses. Along the harbourside, it can generate traffic to help support some of the ancillary retail and restaurant functions. On the hillside, it could offer accommodation and specialized meeting facilities for corporate visitors or conferences in a dramatic lakeside setting.



CONSOLIDATE MARINE COMMERCIAL AND OTHER COMMERCIAL ACTIVITIES



Ontario Place, Toronto.

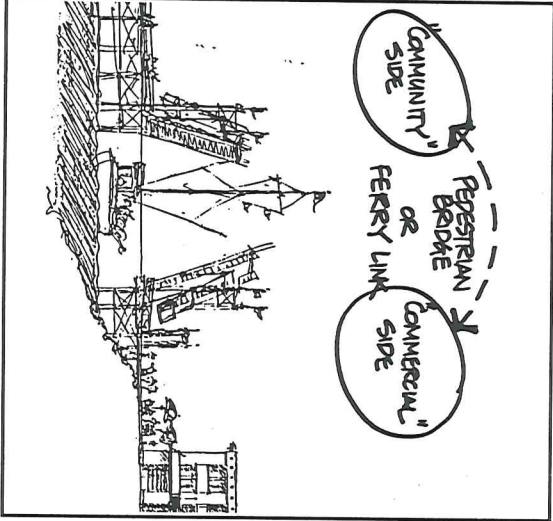


Ontario Place, Toronto.

Consolidate the facilities associated with an expanded marina operation with the hotel and other commercial enterprises in a zone extending along the eastern harbourside. The marine commercial area could include convenience commercial, chandlery, boat sales and showroom, boat charters, marine repair and possibly a yacht club. This could serve as an anchor to the northern end of the commercial village. The hotel would be the nucleus of the southern end, which would include restaurants, a pub, specialty or tourist retail and personal service offices. The majority of parking for these uses would be located throughout the village in small lots.

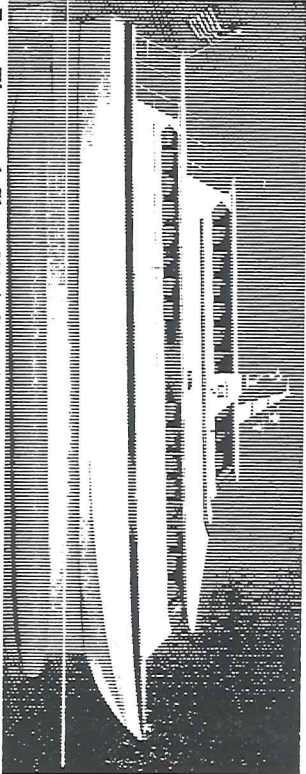
LINK COMMUNITY FACILITIES WITH THE COMMERCIAL VILLAGE

Focus community-related facilities in the southern Harbour area across the Harbour mouth from the commercial village. In order to allow this area to be active and vital, and to benefit from the traffic generated by the commercial side, a connection must be made between the two areas. The object of this connection is to provide a convenient pedestrian link across the Harbour entrance: it could be accomplished by a miniature ferry, operating seasonally, or by a high level pedestrian lift bridge which could open for sailboats.



COMMUTER FERRY TERMINUS

In the event that a commuter ferry service chooses to operate out of Oshawa Harbour, use the western Harbour area for landing and support facilities. The associated commuter parking lot would double up well as weekend and evening parking for the adjacent park and community facilities. As well, this area could provide temporary day moorage for visitors to the Harbour area.

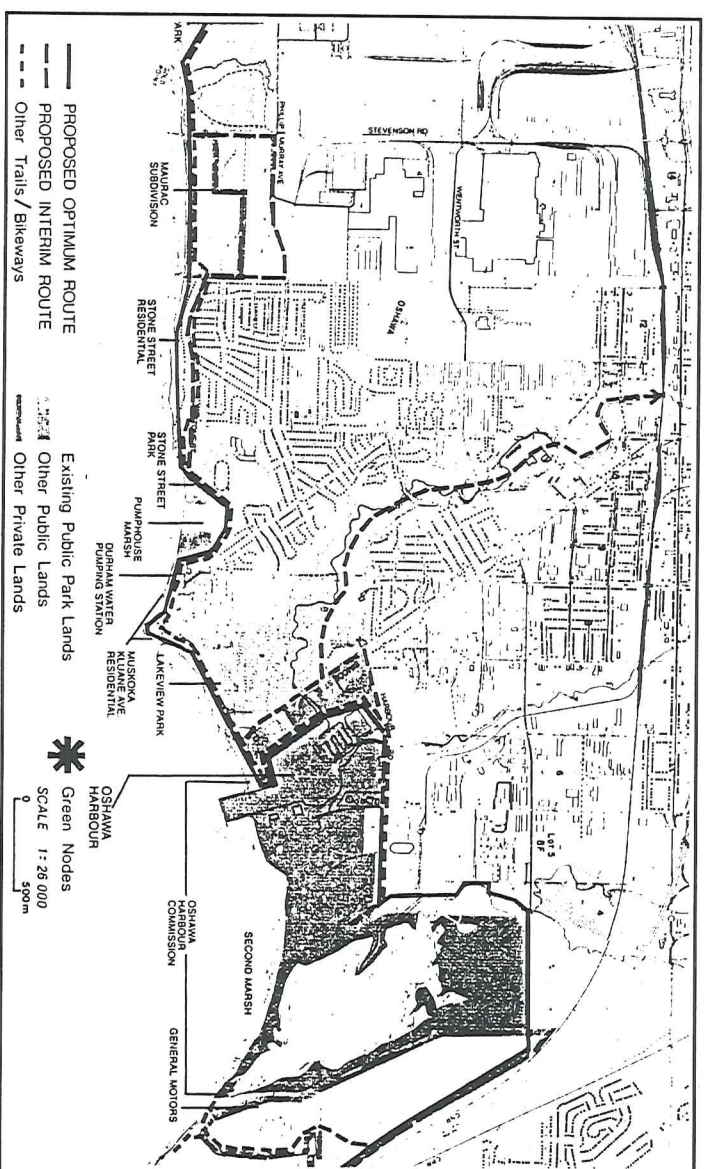


Four Thousand Class High Speed Ferry.

Oshawa Harbour Study

Cultural/Recreational Concept

The Cultural/Recreational Concept recognizes the inherent opportunities presented by the existing recreational, natural and historical resources including Lakeview Park and related museum buildings and activities, the Second Marsh, the waterfront and beach areas and the marina and the valleylands. It proposes uses that respond to the demand for outdoor recreational activities/facilities identified in previous studies. It is consistent with Provincial, regional and municipal studies and reports that have advocated the establishment of a trail system including waterfront and valley links.



"The Waterfront Trail: First Steps from Concept to Reality" (Oshawa portion), April, 1991.

Specifically, C.L.O.C.A. has prepared a needs assessment related to outdoor recreational activities in the Region. This plan identified a demand for increased public access to the Lake Ontario shoreline for a wide range of recreational activities and facilities including marinas and boat launch ramps. There is a lack of a well developed beach/waterfront area with an orientation to water sports including bathing, windsurfing and related equipment rental services. A high level of demand exists for passive recreational activities such as trails with picnic areas and interpretive facilities. This is particularly true for the seniors population. From a Regional tourism perspective, there are no major outdoor tourism attractions for day-use and of a non-specialized nature. There are a number of proposed trail systems throughout the Region which have linkages to other natural areas and attractions. The Oshawa Harbour area could be regarded as the centre for these trail systems. The Harbour area has both archaeological and historical interpretation potential. A strong regional need exists for outdoor education programs and an education centre.

This concept has a number of specialized land use areas which have their own role and function and which are intrinsically interrelated to the unifying cultural and recreational themes.

It should be noted that recreation and culture in this definition includes:

- passive and active recreation
- organized and spontaneous recreation
- programmed and casual recreation
- cultural arts
- cultural heritage
- tourism

The main principles of the Cultural/Recreational Concept are expressed through the following six specialized areas.

6.0 Options

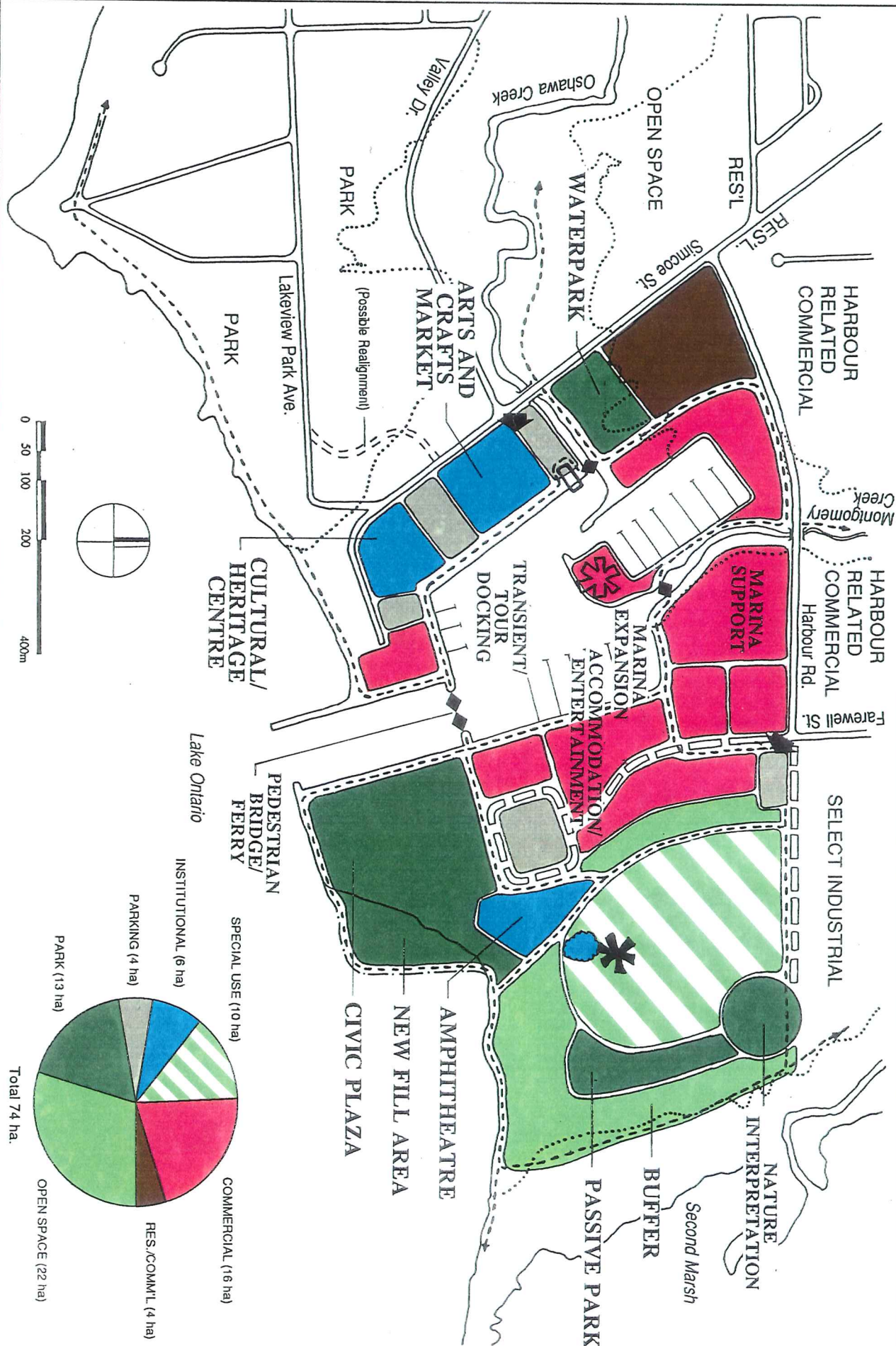
OSHAWA HARBOUR STUDY Cultural/Recreational Concept

LAND USE

- RESIDENTIAL/COMMERCIAL
- COMMERCIAL
- SPECIAL USE AREA
- INSTITUTIONAL
- PARKING
- PARK
- OPEN SPACE

SPECIAL FEATURES

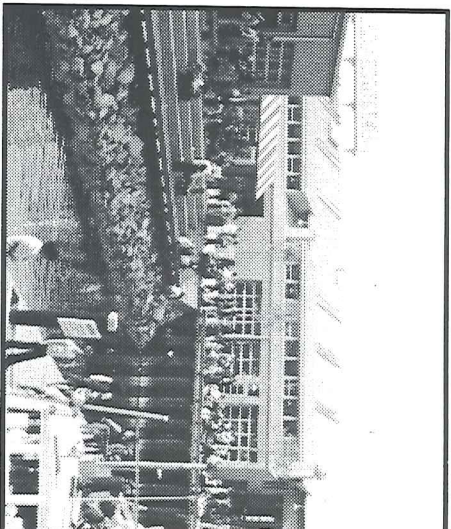
- Waterfront Trail & Greenways
- Nature Interpretation Centre
- Gateway
- Landmark Feature
- Marina Hub
- Heritage Area
- Footbridge
- Public Boat Launch
- Regional Storm Floodline



Oshawa Harbour Study

REGIONAL RECREATIONAL/CULTURAL COMPLEX

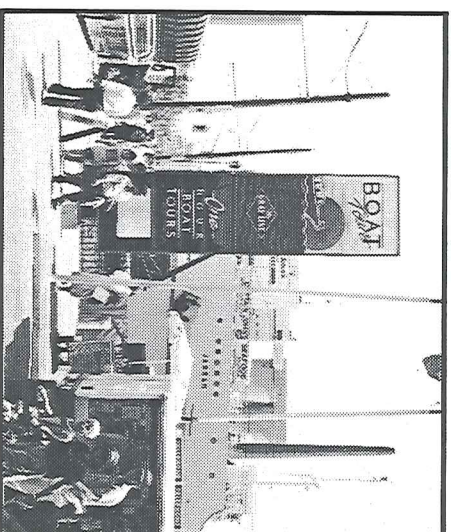
Focus on recreational and cultural activities for regional residents by developing a complex of recreational and cultural activities and facilities. Development would be based on the enhancement and expansion of the existing heritage interpretation activities and facilities of Lakeview Park as a heritage centre. Additional heritage and cultural interpretation facilities would be developed and themed to provide a link to the proposed cultural, arts and crafts areas. Areas along the western Harbour edge would be developed to accommodate a range of public and commercial activities focused on arts, crafts and culture. These could include arts and crafts shows/workshops, displays and sales, antique/open air markets, and special events and programs. Spaces would be developed as a mixture of open and enclosed "market/festival" centres allowing maximum use flexibility.



Vancouver Waterfront.

WATER DEPENDANT RECREATION AND COMMERCIAL ACTIVITY CENTRE

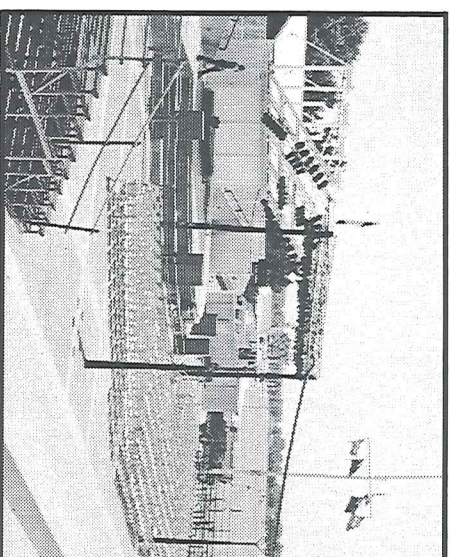
Development of a water dependant recreational and commercial complex could include redevelopment of the existing marina facilities and development of marina related support facilities and services. An expanded marina with improvements in the quality and range of facilities and services oriented to the seasonal recreational boater is warranted by the market.



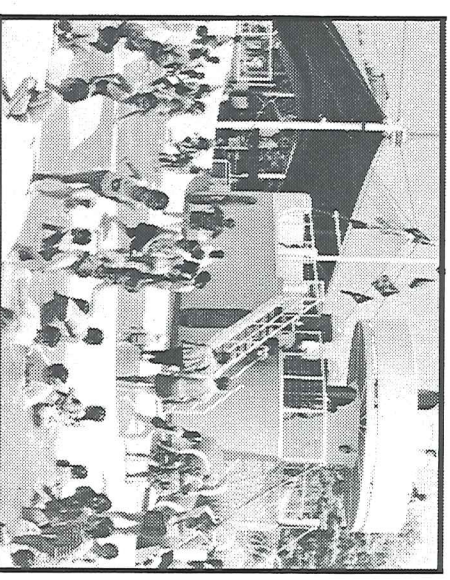
Queen's Quay, Toronto.

A members' clubhouse with meeting and activity spaces would add to the ambience of the marina and could provide a guest reception area, a restaurant for members and guests, outdoor gardens and sitting areas for both members and public use. Improved boat storage areas and facilities would add quality to the marina. Ultimately, the marina should expand to at least 400 slips to ensure commercial viability. A transient and tour boat docking facility situated along the western side of the Harbour could potentially include an information centre. This would allow development of water/dock edge as a promenade alongside of a docking area for short stay transient boats and docking and services for tour boat operators.

WATER RELATED USES



Open air stage, Harbourfront, Toronto.



Children's Village, Ontario Place, Toronto.

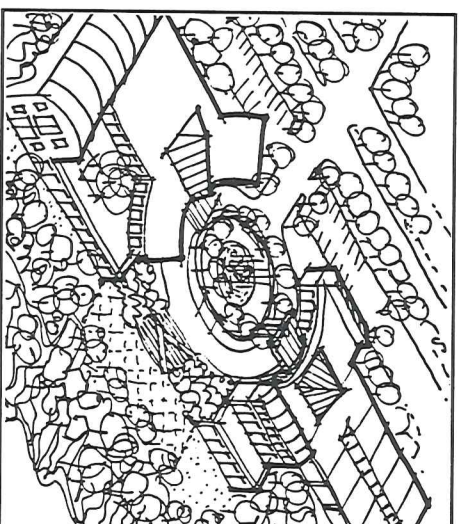
A water-play park alongside of the promenade on the western wharf would add an exciting attraction to the Harbour. The example of Ontario Place's children's play area indicates how a successful facility can provide a vibrant, friendly attraction that entertains

6.0 Options

children in a location identified north of the lake but not directly dependant upon the lake. Such a facility might also include some of the other successes from Ontario Place such as the mini-putt, daycare, water slides and dry play area. A waterfront hotel and guest marina facility could be situated along the eastern edge of the Harbour oriented to transient boaters and including a guest dock area, recreational amenities such as indoor/outdoor pool, spa, tennis courts and barbeque area. This would be a long term proposition based on establishment of the Harbour image among travelling boaters as a unique centre. A civic waterfront plaza and amphitheatre would contribute to the creation of a unique public waterfront gathering place. Accommodation of civic special events such as arts, theatre, music productions and fireworks would establish a location with constantly changing programs intended to draw people back to the Harbour. Such a facility would not be static and would operate much like Ontario Places's Forum or Kingswood at Wonderland.

SPECIAL USE AREA

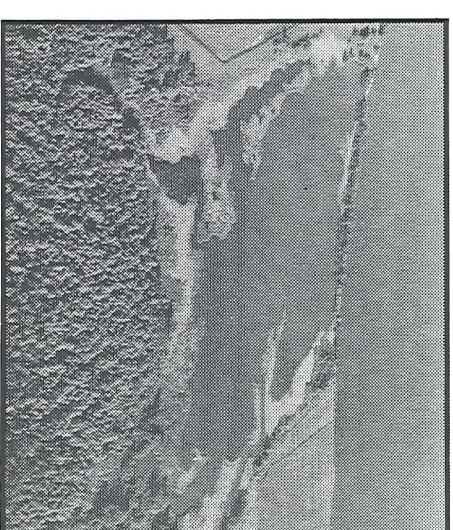
The Gifford Farm is a unique resource. It is one of only a few undeveloped parcels of land along the waterfront between Oshawa and Toronto. It is also a public asset. As such, any potential use should be viewed with a long term perspective because once the farm is developed it is irrevocably committed for future generations. Special uses such as a Centre of Excellence, prestige offices and educational facilities might be considered for this property. Use of the land should be



restrained until a facility of suitable importance to the City and the Region has been identified. This could be a research and development centre (e.g. for tool and die operations, robotics), architecturally designed like a university campus. No such facility is currently provided within North America, and pressures have been mounting in Ontario in recent years from industry and academics to actively pursue this type of centre. Oshawa would be a logical home for a research and development facility because of the presence of General Motors and access to the Golden Horseshoe. The Gifford Farm site could be one of the best in Durham because of its attractive setting for a facility of this nature.

SECOND MARSH

Establish a passive park between the Second Marsh and the activity areas to the west. The passive park area could be developed as an arboretum which would complement the nature of the activities proposed for the marsh area (and could also be suitable for wildlife). Development of the Second Marsh area as an outdoor education/interpretation resources area would involve controlled access to interpretive trails and an interpretive/visitor centre. The buffer needed between the use of the Gifford Farm and the marsh would depend upon further site specific studies once the specific use of the farm is known.



Second Marsh, Oshawa.

Oshawa Harbour Study

THE WATERFRONT

The waterfront along the entire edge of the Harbour area would be redeveloped to improve public pedestrian access and circulation along its length and to the water. Through coordinated design treatment of signage, lighting, facilities and landscape planning, the waterfront's visual amenity and quality would be enhanced. The number and quality of opportunities for passive and active waterfront recreational activities should be improved for activities such as walking, bicycling, sitting, viewing, sunbathing, swimming and windsurfing. Integrating the waterfront areas into a cohesive civic waterfront through the development of a public walkway/trail system along the entire length of the area's waterfront is desirable.

Mixed Use Concept

The basis for this alternative concept is to retain an operating port function while allowing other uses to locate adjacent to the Harbour in a compatible manner. This would have the benefit of allowing a more intensive use of the commercial and public amenity potential of the Harbour while providing for the continuing viability of the Port activities. When and if the Oshawa Harbour port functions are replaced elsewhere, the Port lands would logically be redeveloped and this Mixed Use Plan anticipates an ultimate Plan such as the Cultural/Recreational plan.

The arrangement of the port area is based upon the Study Team's review of the Oshawa Harbour Development Plan and subsequent reports done for the Oshawa Harbour Commission. In essence, it involves a more modest plan for Harbour expansion, limited to the existing lowland area at the foot of Farewell Street. The plan allows for a minor amount of lakefill and a maximum of four berths, but no offshore breakwaters. Massive earthworks on the Gifford Hill are inappropriate. The Plan suggests that the Hill be preserved or maintained in an undeveloped condition until a special use such as a "Centre of Excellence", an educational facility or prestige offices emerges as a viable and desired use. This may not happen while the port industrial functions occur, and therefore the Hill should be clearly recognized and protected as a valuable long term resource for the City.

The land area shown of 26 hectares (63 ac.) for wharfs and direct port functions should be sufficient for future purposes. Additional industrial lands just to the north along Farewell Street are available for port-related industries. There are technologies now available that would allow cargos such as petroleum products to be moved by pipeline into the interior of the industrial park thus removing the need for storage tanks adjacent to the water.

The western wharf would be extensively redeveloped for non-port uses. The link along the water's edge would create an attractive walkway running between docking areas and a variety of land-based commercial and cultural facilities. At the south end of this zone,

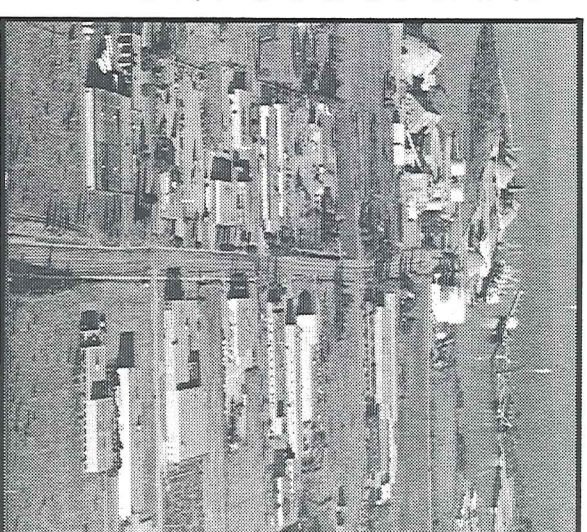
the cultural display buildings are mixed with commercial buildings (retail and restaurant) to create an informal village setting. This would be a destination for the community, being next to the beach, Harbour, park and heritage village complex. About 3 hectares (8.6 ac.) in area, it could accommodate commercial space and related parking areas. North of this node, an open air market could be created. Parking to support the uses is planned immediately south of Oshawa Creek. North of Oshawa Creek, a children's waterpark would provide an excellent attraction.

Medium/high density residential apartments in the northwest corner would relate directly to the Harbour and existing park nearby.

The primary design principles employed in the physical layout for this alternative are:

ORIENT PORT TO FAREWELL STREET

Maintain port-related uses in a zone organized along the Farewell Street axis. The southern portion of this zone is the low, flat site along the eastern harbour side, providing berths, loading and unloading and bulk storage. The northern portion consists of industrial sites in the Farewell Industrial Park which could be connected to deliveries at the port by pipeline or truck. This area is much easier and less costly to prepare and service for expansion of industrial uses than the hill portion of the Gifford Farm.

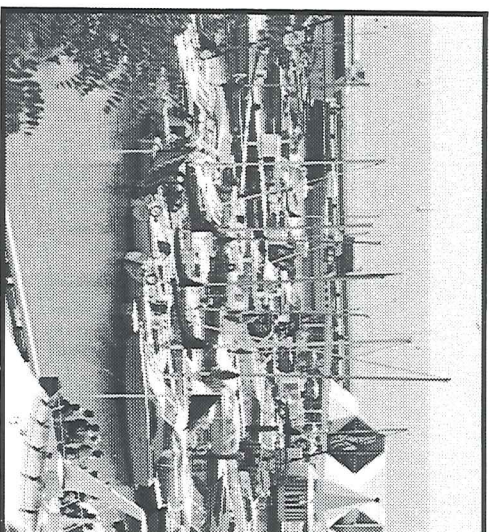


Farewell Street access to Oshawa Harbour.

Oshawa Harbour Study

EXPAND MARINA HUB AND SUPPORT AREA

Upgrade the marina hub and support area and provide additional slips. This would be the anchor use for the "community side" of the Harbour, supplemented by the park, heritage complex and commercial facilities at the Harbour mouth. These taken together would generate a genuine level of public activities by the waterside which could, in turn, draw other visitors.



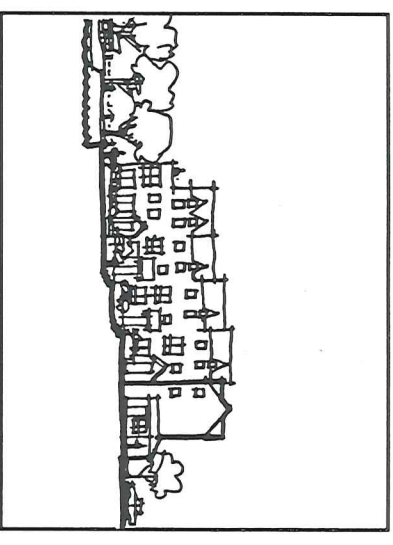
Ontario Place, Toronto.

SPECIAL USE AREA

As in the Cultural/Recreational Concept, this plan recognizes and preserves the Gifford Farm as a unique resource. Special uses such as a Centre of Excellence, prestige corporate offices and educational facilities could be provided here in the longer term if not in the more immediate future. In the interim, the area is preserved as an open, natural feature of the waterfront.

HOUSING AT SIMCOE STREET AND HARBOUR ROAD

At the southeast corner of the intersection of Simcoe Street South and Harbour Road, locate medium/high density residential apartments which could overlook the Harbour and the park. These can be built on higher ground above the flood plain, with playground space and visitor parking on lower ground below. Because of the locally prominent location, some ground floor space in the complex could contain convenience retail uses. The density for this block would be roughly 35 units/acre.



6.0 Options

The evaluation therefore included consideration of the costs, values and other economic impacts arising from each of the alternative concepts. These impacts were estimated on an order of magnitude basis, and allow only for broad comparisons of the relative impact of implementing each concept. The results of the comparison are summarized in the accompanying table, and were incorporated into the evaluation and ranking under objectives 9(a) to 9(e).

The assumed scale of new development for each option is as follows:

Assumed Development Scales for Land Use Concepts

	Residential Concept	Commercial Concept	Cultural/ Residential Concept	Mixed Use Concept
Residential Units	730	240	200	200
Residential (sq.m.)	86,640	24,000	20,000	20,000
Retail Commercial (sq.m.)	9,000	15,000	19,250	5,000
Hotel (sq.m.)	0	23,000	23,000	0
Office Commercial (sq.m.)	0	38,000	0	0
Active Public Use Areas (ha.)	15.0	16.0	20.0	7.5

Order of Magnitude Comparison of Economic Impacts of the Land Use Concepts (\$1990 millions)

Impact Factor	Residential Concept	Commercial Concept	Cultural/ Recreational Concept	Mixed Use Concept*
Construction Phase Impacts				
Direct Construction Value	- "Private" Sector	\$102	\$170	\$88
	- Municipality	<u>17</u>	<u>21</u>	<u>21</u>
	- Total	\$119	\$191	\$109
Direct Construction Jobs	880	1,400	802	500
Total Direct and Indirect Employment	1,425	2,085	1,190	750
Total Direct and Indirect Expenditures	\$210	\$445	\$250	\$150
Total Levies Generated (City + Regional)	\$11.0	\$3.6	\$3.0	\$3.0
Operating Phase Impacts				
Direct Employment	170	990	570	330
Total Direct and Indirect Employment	190	1,270	670	480
Direct Wages	\$4.5	\$28	\$13	\$10
Net Tax Assessment Generated (Net of operating costs)	0	\$1.5	(\$0.1)	(\$0.7)

* As compared on an equivalent basis to the "Non-industrial" concepts. This comparison excludes economic impacts of demand for the goods flowing through the Port. As noted in Section 2.0, these annual operating impacts are estimated as follows:

	<u>1990</u>	<u>2000</u>	<u>2010</u>
Input Expenditures (\$1990 millions)	\$185	\$338	\$357
Employment Generated (jobs)	750	1,450	1,520

Oshawa Harbour Study

The major conclusions of the impact analysis are:

- The Commercial Concept generates the highest construction (\$191 million value) and operating (990 direct jobs) impacts due to the scale of its retail, accommodation and office commercial elements.
- The Residential concept generates the second highest construction period impacts (\$119 million), but the lowest in the operating phase (170 direct jobs).
- The Recreational/Cultural Concept generates the second highest operating impacts (570 direct jobs) but the second lowest construction impacts (\$97 million).
- The Mixed Use Concept has the lowest construction stage impacts (\$67 million) due largely to low intensity land use within the Port area and the second lowest operating impacts (330 direct jobs) when compared on this level of analysis.

Several qualifications relating to these conclusions need to be highlighted:

- **The results are not strictly comparable among all options.** The impacts of the Mixed Use and the Cultural/Recreational Concepts are understated relative to the Residential and Commercial Concepts. Each reserves 10 ha. of the Gifford Farm lands for Special Use purposes. This use does not generate construction or operating impacts in the analysis. If Corporate Commercial uses are assumed for the Cultural/Recreational and Mixed Use Concepts, their direct construction values would be increased by roughly \$80 million and their operating employment impacts would increase by 475 direct jobs. This assumption would bring these impacts much closer to those arising from the Commercial Concept. The apparent impacts of the Cultural/Recreational and Mixed Use Concepts are therefore highly dependent on the nature of the use adopted for the Special Use areas.

- **The results are not strictly comparable between the Mixed Use and the three non-industrial concepts.** The nature of the above analysis and the scope of this Study do not always permit equivalent comparisons between the industrial and non industrial concepts. For example, the economic benefits of lower prices and more efficient local and regional economies is not easily factored into the analysis. The costs of closing down the Port operation, as required to implement the three non-industrial concepts, are therefore not subtracted from the benefits of implementing those concepts. Similarly, the Port's economic role in facilitating goods flows is an important benefit which is not directly comparable to those generated by redevelopment of the Study Area.
- **Questions of land ownership and costs are not addressed.** Because of the complexity of ownership and land use change issues, the analysis makes no assumptions regarding land costs or potential acquisition costs.
- **Redevelopment of lands under OHC jurisdiction is assumed to generate tax revenues to the City.** The economic analysis assumes private ownership of taxable land uses. However, it is possible for the Commission to retain ownership and lease its lands to private sector developers. If this approach is taken, redevelopment may not generate the expected tax benefits to the City.
- **Potential floodproofing costs are not considered.** Given the current (August 1991) understanding of floodline locations and constraints, it is evident that some of the uses proposed for the west wharf area may require floodproofing if they are to proceed. The nature and distribution of ultimate uses, and the costs associated with floodproofing them are uncertain pending new floodline information. No flood proofing costs are therefore estimated for any of the concept elements.

6.0 Options

<u>Principle</u>	<u>Objectives</u>	Residential		Commercial		Cultural/Recreational		Mixed Use	
		Strong	Weak	Strong	Weak	Strong	Weak	Strong	Weak
CLEAN	1. To manage and, wherever possible, improve water quality within and adjacent to Oshawa Harbour and Lake Ontario.	●		●			●	●	●
	2. To promote controls on use and construction adjacent to Lake Ontario, Oshawa and Montgomery Creeks to ensure no net loss of productive capacity of fisheries habitats.		●		●		●		●
	3. To ensure that stormwater flows are managed to maintain the aquatic ecosystems, particularly in the Second Marsh.	●		●		●		●	
	4. To minimize adverse effects upon wildlife habitats and air quality by controlling dust, noise, vibration, odour and domestic predation within and adjacent to the Harbour.		●	●		●			●
GREEN	5. To respect the sensitivity of the Second Marsh and the associated vegetation as a diverse and productive ecological community.		●	●		●		●	
	6. To establish an appropriate buffer between the Second Marsh and adjacent uses.		●	●		●		●	
	7. To promote re-vegetation, park-like settings and greenways*, wherever appropriate.	●		●		●		●	
	8. To promote land and marine uses of the Harbour which maximize the socio-cultural, recreational and environmental benefits to the Oshawa community.		●	●		●			●
USEABLE	9. To promote land and marine uses of the Harbour which maximize the economic benefits to the Oshawa community in terms of: a. direct job creation/retention b. generation of net tax revenues c. minimizing substantial capital outlays from the public purse d. maximizing the use of existing infrastructure e. maximizing efficient contributions to the transportation system and its dependent economies.		●		●		●		●

Oshawa Harbour Study

<u>Principle</u>	<u>Objectives</u>
DIVERSE	10. To create an environment for year-round activity.
	11. To avoid the use of flood prone areas for habitable uses.
	12. To provide opportunities for residents and visitors to study and/or observe the Second Marsh as a healthy, functioning ecosystem.
OPEN	13. To develop Oshawa Harbour as an animated, diverse activity centre where people can live, work, recreate and interact year-round.
	14. To balance activities in and around the Harbour to create a mix of functions that will harmoniously blend active and passive, land and marine uses in public and private facilities.
ACCESSIBLE	15. To maintain visual access to the Harbour and waterfront through control of building siting, height and massing.
	16. To allow direct access to the entire waterfront, where possible.
CONNECTED	17. To ensure that no exclusive interests control access to the waterfront and that lands along the Harbour and Lake Ontario shorelines ultimately are in the public domain.
	18. To create a system of access which will allow for the safe and convenient movement of pedestrians, cyclists and physically impaired persons along the waterfront.
CONNECTED	19. To establish road and transit links to the Harbour with supporting parking that will facilitate access and use.
	20. To link the Harbour with trail systems (existing or planned) along the waterfront and stream valleys.

Residential		Commercial		Cultural/Recreational		Mixed Use	
Strong	Weak	Strong	Weak	Strong	Weak	Strong	Weak
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6.0 Options

<u>Principle</u>	<u>Objectives</u>	Residential		Commercial		Cultural/Recreational		Mixed Use	
		Strong	Weak	Strong	Weak	Strong	Weak	Strong	Weak
AFFORDABLE	21. To connect Harbour uses with greenways, urban street and sidewalk networks.	●			●	●		●	●
	22. To encourage the provision for direct connections to Highway 401 and Regional roads.		●		●		●		●
	23. To provide the opportunity for affordable housing within or adjacent to the Harbour.		●		●		●		●
ATTRACTIVE	24. Opportunities for access to the Harbour should exist for all segments/income groups of the Oshawa community:		●		●				●
	25. To promote positive urban form through consistent, compatible and attractive land use functions and facilities.		●		●		●		●
DISTINCTIVE	26. To promote Oshawa Harbour as an important focus for tourism, recreation and economic development on the City's waterfront.		●		●		●		●
	27. To enhance and reinforce Oshawa Harbour as a distinctive waterfront resource in Durham Region and along Lake Ontario, with unique natural, environmental and historic significance.		●		●		●		●
COLLABORATIVE	28. To facilitate implementation of the development plan through collaboration amongst all parties with an interest in or influence over Oshawa Harbour, and specifically through defining a consistent purpose wherever possible.		●		●		●		●
	29. To identify realistic capital improvements for a public space system within the City.		●		●		●		●
REALISTIC	30. To establish land uses and policy parameters which are appropriate to Oshawa Harbour, which are viable from environmental, market, economic and related perspectives, and which can be logically phased and serviced.		●		●		●		●
			●		●		●		●
Average Rating:									

7.0 Conclusions and Recommendations

CONCLUSIONS

This study has been completed as the first phase of a two phase approach to determining an appropriate strategy for the use of Oshawa Harbour and the adjacent lands.

The role and economic viability of the existing Port has been questioned. The City is interested in understanding how non-industrial uses of the port area could be planned, and has also requested an assessment of the Oshawa Harbour Development Plan prepared by the OHC in 1984.

Answering these questions for the City has involved research into four distinct areas. A comprehensive assessment of the environment of the Harbour and surrounding lands was completed using available information and field observations. The economic future of the Port and its role in the City and Region was analyzed. Less tangible aspects which contribute to the well-being of the community were considered, including the need for public access and use of the waterfront in the context of the Crombie Commission prescriptions. Lastly, the jurisdictional issues created by different levels of government were explored.

Throughout the study process, the independent research was augmented by considerable dialogue with representatives of different interests which assisted in defining the varying views and attitudes towards the future of the Harbour.

Four different land use plans (Residential, Commercial, Cultural/Recreational, Mixed Use) were prepared to illustrate options for redevelopment. These plans respect the physical limitations created by the environmental constraints and respond to the request of the City for three non-industrial options for use of the Port. The fourth option, illustrates how a port function oriented to the east wharf could continue with other non-port functions occurring primarily on the west wharf.

Evaluation of these options was based on a set of principles and objectives defined to guide future decision-making based on an ecosystem approach to planning for sustainable development.

The major conclusions are:

1. A plan for a mix of cultural and recreational uses for the Harbour is the appropriate long range plan for Study Area No.1.
2. In recognition that truly sustainable development must balance economic and environmental change, it is concluded that the plan for the Mixed Use of industrial and non-industrial uses is a viable shorter term strategy for servicing port industrial functions for the foreseeable future. This strategy anticipates the broader, long range objectives for ultimate re-use of the Port.
3. Implementation of this long range plan requires displacement of the port functions at Oshawa to an alternative harbour. Some of these functions require protected harbour wharfage due to the nature of the cargoes being handled at Port Oshawa.
4. In the foreseeable future and until a clear alternative exists, Port Oshawa can continue as an economically viable and self-sustaining entity which plays an important role in the local and regional economies.
5. It was further concluded that the most appropriate method of ensuring that this plan is implemented would be to establish a Partnership Agreement between the various stakeholders. Such an agreement would be consistent with the approach of the Crombie Commission and would appear to be the vehicle most likely to foster cooperation amongst stakeholder groups.

Oshawa Harbour Study

6. The 1984 Oshawa Harbour Development Plan (O.H.D.P.) was reviewed along with subsequent works completed by Pannell Kerr Foster/Totten Sims Hubicki ("Oshawa Harbour Commission Commercial Recreational Development Feasibility Study/Master Plan", December 1986) and the Maxion Corporation ("Oshawa Harbour Commission Industrial Development Strategy", August 1986). It was concluded that the O.H.D.P. and the subsequent studies were overly ambitious and cannot be supported by current or projected market demand. Specifically, the O.H.D.P.'s provisions for three additional seaway berths and two berths for a Ro-Ro (Roll-on Roll-off) ferry are not supportable based on market demand. The plan also presents an unrealistic vision of the development potential on the west wharf. Under current flood control regulations and given the soil contamination and structural loading constraints, it is inappropriate to expect significant residential development along the west side of the Harbour.

The other weakness in the OHC's strategy lies in their expectations for using the Gifford Hill as an industrial subdivision. Aside from the natural and heritage values of the Hill, the costs of grading and servicing this area using current City and Regional standards would exceed the returns from sales. This assumes that the approximately 650,000 cu.m. of earth that must be removed cannot be used for off-shore fill. It also seems clear that such lands are not needed to support the port industrial functions.

These conclusions lead to the following recommendations.

RECOMMENDATIONS

MIXED USE HARBOUR

Recommendation No.1

That the City adopt the Cultural/Recreational Option presented herein as the appropriate long range plan for Study Area No.1.

Recommendation No.2

That the City adopt the Mixed Use Option presented herein as the first phase of the Cultural/Recreational Option. The Mixed Use Option should preserve a limited role for port-related industry for the foreseeable future, including provisions for the potential expansion of existing and future port industrial uses.

Recommendation No.3

That environmentally compatible port-related industry continues to be encouraged on the east side of the Harbour.

Recommendation No.4

That Recommendation No's. 2 and 3 (above) be adopted until such time as the port industrial functions in Oshawa Harbour can be accommodated in (an) alternative harbour location(s).

Recommendation No.5

That the existing petroleum tank farms on the west side of the Harbour be removed and/or relocated and that redevelopment proceed in accordance with the Mixed Use Option as quickly as possible.

7.0 Conclusions and Recommendations

Recommendation No.6

That Harbour dredging be restricted to those portions of Oshawa Harbour required to maintain navigational access to the east wharfs of the Port in order to minimize dredging costs and the requirements for dredgeate storage.

Recommendation No.7

That expansion potential at the east wharf be fully utilized before consideration is given to creating wharfage fronting on the lake, but that the option of new lakefront wharfage is preserved.

Recommendation No.8

That any industry at Port Oshawa which creates noise, dust or odour nuisances be required to implement effective air quality controls and/or measures. If these nuisances cannot be reduced to acceptable levels, then the offensive industry should be encouraged to relocate outside of the Harbour area.

NATURAL ENVIRONMENT

Recommendation No.9

That the Principles and Objectives included in this report be the basis for development planning and control in and around the Harbour.

Recommendation No.10

That a broader watershed-based approach be considered for dealing with control and remediation of pollution sources affecting the Harbour.

Recommendation No.11

That the City and other stakeholders obtain a clear understanding from the Federal Government of the scope and timing for completion of the mandatory Environmental Assessments that are necessary as a pre-condition for changes in the ownership and use of the OHC - administered lands.

Recommendation No.12

That monitoring programs be initiated by OHC and the City to determine the specific nature of environmental problems associated with the abandoned hazardous waste disposal site, the coal storage areas, the tank farms and the sources of potential contamination of channel mouth sediments.

Oshawa Harbour Study

Recommendation No.13

That the environmental sensitivity of Second Marsh be respected and that appropriate buffers from future uses be established through detailed assessments of the western edge of the Marsh when the adjacent use is known and in consultation with the City's Second Marsh Steering Committee.

Recommendation No.14

That the barrier beach between the marsh and Lake Ontario be protected.

Recommendation No.15

That a comprehensive Environmental Management Plan be prepared for the Harbour to address water quality, soil contamination, dust, odour, noise and other aspects of the natural environment as appropriate.

DEVELOPMENT ECONOMICS

Recommendation No.16

That the City liaise with C.I.O.C.A. to determine appropriate measures for resolving what form of development might be allowed in the floodplain. Accurate floodplain limits should be determined and one of the four following approaches be pursued:

- a. cut and fill;
- b. two zone concept;
- c. use of the 100 year storm line instead of the Regional storm;
- d. special policy.

Recommendation No.17

That the Harbour Commission be discouraged from the indiscriminate pursuit of any industry that will enhance revenue to the Port and instead be encouraged to be more sensitive to the longer term constraints created for undeveloped properties by incompatible land uses.

Recommendation No.18

The City and the Harbour Commission should recognize that the Gifford Hill is a public asset. This large property adjacent to Lake Ontario, Second Marsh and the Harbour with interesting views, is a special resource and should be reserved for special uses which respect the adjacent environment and the inherent values of the Hill.

7.0 Conclusions and Recommendations

COMMUNITY WELL-BEING

Recommendation No.19

That the City, Region and OHC determine if the appropriate industries and levels of Provincial and Federal Governments would support a "Centre of Excellence" which could involve a world class research and development facility. Such a use could be appropriate for the Gifford Farm and could provide a research and training centre for the industries in the Region.

Recommendation No.20

That the Port Oshawa Marina ultimately be expanded to at least 400 boat slips and that the quality of the facility be improved.

Recommendation No.21

That the Harbour and surrounding lands in Study Area 1 be re-developed with a mix of public and private uses designed to create an attractive centre for active and intensive recreation, cultural activities, shops, restaurants, marina support and limited residential uses. The mixture of an active port and a vibrant people-oriented waterfront would contribute to a positive image of the City and Region.

Recommendation No.22

That public access to the waterfront be improved through the location of a walkway along the water's edge and through the introduction of public facilities adjacent to the waterfront trail.

Recommendations No.23

That Oshawa Harbour become the hub for trails along the waterfront, Oshawa Creek and Montgomery Creek.

Recommendation No.24

That the image of Oshawa Harbour be consciously improved through better maintenance, design control of buildings, urban streetscapes, and special attention to both the boundary road and water entrances.

Oshawa Harbour Study

Recommendation No.25

That further study and consultation with interest groups, City staff and other levels of government (e.g. M.O.E. and C.L.O.C.A.) be undertaken with respect to the recreational and environmental benefits created by off-shore filling. Such study should ensure that any fill does not compromise the barrier beach between Lake Ontario and Second Marsh.

Recommendation No.26

That a public boat launch be provided within the Harbour.

JURISDICTION

Recommendation No.27

That the City aggressively act as an agent for change and facilitator in bringing the Region, the OHC, the Province and other stakeholders together to create a Partnership Agreement which establishes the interests and responsibilities for development, management and financing of future Harbour development.

Recommendation No.28

That the City pursue Federal and Provincial legislative changes which would require lands within the OHC jurisdiction to be subjected to the normal approval process and procedures under the Province's legislation, including the Planning Act and the Environmental Assessment Act.

Recommendation No.29

That all options for funding environmental mitigation be explored, including the "Orphan Sites" program of Environment Canada.

Recommendation No.30

That the Area No.1 Study Terms of Reference be modified to require Phase Two of the Study to involve the solicitation of further stakeholder input, the detailing of an implementation strategy, as well as the preparation of urban design guidelines and the Zoning Bylaw amendment, and that such work be authorized to proceed as quickly as possible.

Recommendation No.31

That the City advise Durham Region and other interested agencies of the results of this study and of Council's decision.

Recommendation No.32

That the stakeholders build on the findings and recommendations of this report to change the Harbour into an attractive, vital and functionally diverse feature.

Recommendation No.33

That further input be received from interest groups and Port users, and that public input be sought.

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Oshawa Harbour Study

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72

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Oshawa Harbour Study
